DOCUMENT RESUME

ED 229 071 JC 830 181

AUTHOR Ireland, Jackie; Gegna, Michael
TITLE The Future Management, Funding, and Scope of Community Services Education within the Los Angeles Community College District.
INSTITUTION Los Angeles Community Coll. District, Calif. Educational Services Div.
PUB DATE Mar 83
NOTE 97p.
PUB TYPE Tests/Evaluation Instruments (160) -- Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC04 Plus Postage.
DESCRIPTORS College Role; Community Colleges; *Community Services; Educational Finance; Extension Education; *Financial Support; Models; Multicampus Districts; National Surveys; Needs Assessment; Noncredit Courses; *Outreach Programs; Postsecondary Education; *Program Administration; *Program Development; Questionnaires; Student Costs

ABSTRACT

This report examines the role of community services within the Los Angeles Community College District (LACCD); presents the findings of a nationwide study of community service programs; and provides recommendations for a new community services model in the LACCD. After section I introduces the scope of the report, section II provides a historical and philosophical perspective on community college missions and finances and section III reviews the history of community services in California and the LACCD. Section IV outlines the methodology of the community services study, which involved surveys, interviews, and/or on-site visits to obtain information about 36 community service programs that had been identified as self-supporting or excelling in community or extension services. Section V presents and analyzes study results in terms of: (1) finances, including information on budgets, fiscal control, fee formulas, and self-support; (2) programs, including data on components, participants, facilities, marketing, needs assessment, contract education, and personnel roles; and (3) management, including findings related to integrated, independent, and brokerage models for administration. Section VI presents conclusions and indicates criteria for evaluating alternative community service models, and section VII recommends the creation of a self-supporting community services institute in the LACCD. The survey instrument and alternate program models are appended. (HB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED229071

LOS ANGELES COMMUNITY COLLEGE DISTRICT
617 West Seventh Street, Los Angeles, California 90017 (213) 628-7788
City · East · Harbor · Metropolitan · Mission · Pierce · Southwest · Trade-Technical · Valley · West
Divison of
EDUCATIONAL SERVICES

The Future Management, Funding, and Scope of Community Services Education within the Los Angeles Community College District

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
This document has been reproduced as received from the person or organization originating it.
X Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Leslie Koltai
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

March 1983
Division of Educational Services
Office of Instructional Services

JC 830 181

The Future Management, Funding, and Scope of Community Services Education within the Los Angeles Community College District

by

Jackie Ireland
Assistant Dean of Instruction/Community Services
West Los Angeles College

and

Michael Gegna
Coordinator of Community Services/Continuing Education
Los Angeles Harbor College

Los Angeles Community College District

Board of Trustees

Rick Tuttle, Ph.D., President
Marguerite Jackson Archie, Vice President
Arthur Bronson
Lindsay Conner
Monroe F. Richman, M.D.
Wallace Albertson
Steve Solomon Fox, Student Member

District Administration

Dr. Leslie Koltai, Chancellor
Dr. Kenneth S. Washington
Vice Chancellor/Educational Services

Published by the Division of Educational Services

EXECUTIVE SUMMARY

For decades, a Community Services special purpose tax allowed California community colleges to provide a host of credit-free classes and cultural, recreational, and community development activities, at little or no direct cost to the public. Abolition of the tax and demands placed upon shrinking fiscal resources in the state have significantly impacted Community Services.

The nature of Community Services is changing. Emphasis is being placed upon programs, particularly classes, that can be supported by participant fees. Greater change is anticipated in the future as a result of statewide classification of community college courses (Instructional and Community Services) and the status of the economy.

Responding to fiscal and programmatic change, Chancellor Leslie Koltai formed a special advisory task force and commissioned a study on "The Future Management, Funding, and Scope of Community Services Education within the Los Angeles Community College District."

The study addresses three objectives: 1) to define the future role of Community Services in the Los Angeles Community College District; 2) to examine feasible and stable funding methods for Community Services; 3) to recommend a course of action in order that Community Services might remain a viable function within the District and continue to meet needs of people within the greater Los Angeles area.

Project co-directors developed a questionnaire. This instrument was sent to a recommended sample of Extension/Community

Services administrators associated with exemplary Extension divisions and/or self-supporting Community Services programs. The questionnaire also served as a basis for selected personal interviews. The total sample was comprised of 36 responding institutions consisting of 26 out-of-state programs and 10 California programs, including six in the Los Angeles area. Represented in the sample were 27 community colleges, four private universities, two public universities, two private educational enterprises, and one adult education program.

As a result of the survey responses, on-site visits at selected locations, and analysis of present circumstances within District, a Community Services model is recommended.

The recommended model suggests creation of a Community Services Institute that would provide credit-free programs developed around a unifying theme and funded primarily by participant fees and contracts. Such a broad based program has the potential to generate sufficient income to be self-supporting. It also expands academic offerings in a cost-effective manner.

The financial structure of the Community Services Institute would be an independent auxiliary foundation. Independent fiscal control and establishment of fiscal procedures designed specifically to meet the needs of a fee-based operation would be of major advantage.

An independent open campus is the management structure recommended for the Community Services Institute. It would facilitate districtwide program sharing or brokering and provide a mechanism to implement and expedite procedures designed to enhance the success of a fee-based operation.

A series of recommendations in the areas of program, finance, and management is also made.

ACKNOWLEDGEMENTS

The authors acknowledge with gratitude:

All of the Community Services/Continuing Education/Extension Administrators who spent hours of time contributing professional expertise and knowledge.

Those who typed the final copy of this report: Laurie Green, Sylvia Kaplan, and Gladys Knight.

TABLE OF CONTENTS

Page

I. Introduction 1

II. Historical and Philosophical Perspective: Mission and Finance . 3

The Community College Mission 3

Community Services: A Major Component of the Mission . . . 5

Early Recognition of the Function 5
Movement of Community Services to a Central Position within the Community College 6
A Central Function Lacking Role Definition 6

Community College Finance 7

Evolution of Community College Finance 8
Community Services Financing 8

Summary Observations 9

III. History of Community Services in California and the Los Angeles Community College District 10

The California Perspective 10

Post-Proposition 13 Financing 11
Participants Served by Community Services 14

History of Community Services Funding in the Los Angeles Community College District 15

Scope of Community Services Programming in the Los Angeles Community College District 15

Summary Observations 18

IV. Method 19

The Task Force and Its Charge 19

Methodology 20

Task Force Interviews 20
Questionnaire and Sample 21
Data Presentation and Analysis 24

V. Results and Analysis 25

Finance 25

Results 25

Budgets 25
Fiscal Control 25
Fee Formulas 25
Self-Support 26

Self-Supporting Program Models 28

North Shore Community College 29
North Seattle Community College 30
C.S. Mott Community College 31
Triton Community College 33
Valencia Community College 34
Kellogg Community College 34
Community College of Rhode Island 35
UCLA Extension 36

Program 38

Results 38

Program Components 38
Participants and Facilities 38
Marketing 40
Needs Assessment 40
Contract Education 40

Exemplary Contract Education Programs 41

De Anza College 41
North Hennepin Community College 43
College of DuPage 45

Role of the Program Developer in Exemplary Programs . . . 47

Specialist 47
Volunteer Specialist 48
Generalist 48
Professional Consultant 49
Professional Educator 49

Management 50

Results 50

Theoretical Analysis of Management/Organizational Structures 50

Independent Models 51

Integrated Models 55

Brokerage Model 56

VI. Conclusions 58

Finance 58

Program 59

Management 61

Criteria for a Successful Community Services Program 61

VII. Recommendations 62

The Recommended Model 62

Program: Credit-free Community Services. 62

Finance: Independent Auxiliary Foundation. 65

Management: Independent Open Campus 66

General Recommendations 68

Program 68

Finance 70

Management 71

Recommended Areas for Future Study 72

VIII. Appendix

A. Survey Instrument

B. Alternative Models

Bibliography

TABLES

1 General and Special Tax Support for Community Services: A Comparison for Fiscal Years 1977-78 and 1978-79 12

2 Increase in Community Services Fee Income 12

3 Community Services Income Categories: A Three Year Comparison 13

4 Decline in Community Services Participation: 1977-78, 1978-79 14

5 Los Angeles Community College District Community Services Classes: 1977-78 17

FIGURES

1 Institutions Receiving Support From Participant Fees 26

2 Funding Sources of Sample Programs 28

3 Administrative Facilities 39

4 Program Facilities 39

5 Community Campus Organizational Chart 53

I. INTRODUCTION

For decades, California was in a position of national leadership in Community Services. A special purpose tax allowed community colleges to provide a host of credit-free classes and cultural, recreational, and community development activities at little or no direct cost to the public.

Abolition of the special purpose tax and demands placed upon shrinking fiscal resources in the state have had significant impact on not only Community Services but all community college education.

The nature of Community Services is changing. Emphasis is being placed upon programs, particularly classes, that can be supported by participant fees. Greater change is anticipated in the future as a result of statewide classification of community college courses (Instructional and Community Services) and the status of the economy.

Therefore, it is incumbent upon educators to re-evaluate Community Services and the approach to funding this function. The present study is a response to this challenge.

This report is commissioned by Dr. Leslie Koltai, Chancellor of the Los Angeles Community College District, and a Task Force formed to investigate the topic "The Future Management, Funding, and Scope of Community Services Education within the Los Angeles Community College District." From the title, three objectives emerge: 1) Define the future role of Community Services in the Los Angeles Community College District; 2) Examine feasible and stable funding methods for

Community Services; 3) Recommend a course of action in order that Community Services might remain a viable function within the District and continue to meet needs of people within the greater Los Angeles area.

This report presents a map for the future of Community Services education in the Los Angeles Community College District. It includes an historical and philosophical perspective, a nationwide investigation of current Extension and Community Services programs, and recommendations for the future course of Community Services education in the Los Angeles Community College District.

II. HISTORICAL AND PHILOSOPHICAL PERSPECTIVE: MISSION AND FINANCE

The Community College Mission

Over this century, the community college mission has evolved responding to the needs of an ever-changing educational clientele. Five functions are generally accepted as central to the mission of today's community college. Now a sixth function is beginning to be included in the discussion of the community college mission (Carnegie Council Report, 1979). These six functions include:

1. academic transfer programs
2. vocational technical training
3. developmental and remedial programs
4. continuing education[1]
5. community services[2]
6. assessment, skill training, and placement of youth (Richardson and Leslie, 1980)

---

[1]Continuing Education is defined as credit classes offered off-campus or in a non-traditional mode. This definition contrasts with the interpretation of Continuing Education in California where it generally refers to non-credit classes provided for state apportionment.

[2]Community Services is defined as non-credit classes and programs other than those offered for remediation. In California, Community Services generally refers to all non-credit instruction classes and cultural and recreational activities exclusive of those defined as Instructional Services by the Credit/Non-Credit Commission and the California Community College Chancellor's Office. Community Services classes and activities are characterized by the fact that they are fee supported and serve more personal than public interests. Previously, they were characterized by major support from a special purpose permissive property tax.

Four options appear to exist relative to the future [illegible]n of the community college. It may: 1) remain comprehensive and provide all of the foregoing functions, 2) become modified comprehensive with only priority programs in each function area, 3) revert back to the traditional transfer mission, or 4) become a community based learning center. The option that emerges will have significant influence upon the future role of the Community Services function.

Community Services would continue to be a prominent function if colleges remain comprehensive. But, for this mission to remain viable, colleges must be able to acquire or retain necessary resources and enrollment.

Should a modified comprehensive approach develop, priority programs would be provided and funded in each function area.

Should the mission shift from "community" to "college," resources would be concentrated on academic transfer and vocational degree-credit programs. Community Services would be a fringe program.

In the community-based learning center, advocated by Edmund Gleazer and others, the mission becomes that of serving the continuing education needs of the adult learner. In addition to the obvious drawback associated with de-emphasizing transfer education, support for community learning centers will probably not be available.

It appears that a modified comprehensive mission is the most viable for the future. Community college philosophy remains broad based, and funding requirements are realistic. Such a mission would enable Community Services to be a major function providing priority programs.

Community Services: A Major Component of the Mission

Recognition of Community Services as one of the central components of the community college mission developed in three stages: 1) early recognition of the function, 2) development of a framework that moved Community Services to a central position within the community college, and 3) recognition of Community Services as a central function, without a corresponding definition of its role as related to the overall college mission.

Early Recognition of the Function

The first stage began in the 1800's and spanned more than a century. During this time, a commitment developed to educate the masses and broaden the concept of postsecondary education. For example, Thomas Jefferson advocated that the University of Virginia provide evening lectures as well as courses for the pleasure of the gardener. The Morill Act (1862) resulted in thousands of courses being offered for farmers and homemakers. The Chataqua lecture series, public forums, and correspondence schools provided early forms of adult education.

Transfer education was the mission of the first junior college (Joliet, founded in 1901) and remained the dominant function until the mid-1960's. However, the importance of serving local needs was apparent as early as 1925. To illustrate, the importance of meeting community needs, including cultural needs, in addition to those of the regular student body was recognized. And, Junior College Journal editorials and AACJC conferences encouraged continuing education.

The concept of the comprehensive community college developed at the end of the second World War and gave impetus to recognition of the Community Services function. The President's Commission on Higher Education admonished colleges and universities to take education "...to the people wherever they are to be found and by every effective means for communication of ideas and the stimulation of intellectual curiosity" (Higher Education for American Democracy, 1948).

Movement of Community Services to a Central Position Within the Community College

The second stage began in 1950 when Community Services began to emerge as a major function. This concept continued to gain strength over the next two decades.

In 1960, Medsker showed that 90% of the 243 community colleges he studied were performing functions which today would be classified as part of adult/continuing education, if not Community Services (Hankin, 1982).

In 1969, Ervin L. Harlacher and Gunder A. Myran advocated

> ...stretching of the community college mission to include community services not as an adjunct to the operation of the college but as a function central to its mission. Both synthesized much of the thinking regarding community services in the community college; the authors provided definitions of community services; and more importantly, both Harlacher and Myran provided a framework whereby community services could be an equal partner (along with the regular instruction program and student services) in the community college mission (Vaughan, 1981).

A Central Function Lacking Role Definition

The third stage has developed over the last decade. Although Community Services is seen as a major community college function, it

is becoming increasingly clear that this recognition tends to be more theoretical than actual. Perhaps this is largely due to the fact that the role of Community Services, as it relates to the overall college mission, has not been adequately defined. This may also be due, in part, to economic factors related only indirectly to community education. For example, a sagging economy coupled with heavy taxation led to the passage of Proposition 13. The result has been dramatic reductions of funds available to many programs, including those like Community Services which had not had a support base from state funds.

Vaughan elaborates, "Part of the problem is that community services, although enjoying the success of having most community colleges committed to its function, has failed to re-establish its own mission based on past successes and in light of today's situation" (Vaughan, 1981).

The present study is designed to define the role of Community Services within the Los Angeles Community College District and to make recommendations that could be implemented in order to appropriately develop this function.

Community College Finance

As the California Postsecondary Education Commission asserts, "issues of mission and function cannot be isolated from those related to funding..." (CPEC, 1981). Therefore, development of an appropriate role definition for Community Services within the Los Angeles Community College District must take into consideration the community college finance issue.

Evolution of Community College Finance

Three distinct funding trends may be noted:

1. support from the parent organization
2. public support for community colleges
3. total state support

Initially, junior colleges were extensions of secondary schools, rather than colleges. As such, they were financed primarily by the local school districts, with some state support.

A second trend, enactment of legislation for public support of community colleges, began in the 1950's. The 1950's and 60's were a period of affluence for the country and community colleges. Separate taxing authority, coupled with increased state and federal support and increased enrollments, resulted in increased per capita reimbursements.

The third trend, total state support accompanied by increased state control, began in the mid-1950's and has gained strength since that time. Increased state funding and control resulted when the surpluses of the 50's and 60's began to turn into deficits because of: 1) mission expansion, 2) a lower priority for postsecondary education, 3) resistance to increased property taxes, 4) increase of antiquated funding formulas, and 5) runaway inflation (Richardson and Leslie, 1980).

Community Services Financing

Community Services finds itself in a particularly precarious situation in today's financial environment. "Historically, community services have been funded more by local sources, and as community college finance shifts toward the state level, funding becomes more

precarious" (Cohen and Brawer, 1982).

> Although state aid formulas vary, one generalization can be made with certainty: The priorities for state funding are, in descending order, career and collegiate studies leading toward certificates and degrees; adult basic education; adult and continuing education; and Community Services (Cohen and Brawer, 1982).

The funding issue is further complicated by the philosophical questions of the purpose of Community Services offerings. Purpose is often defined in terms of consumer benefit. Identification of these benefits is divided into two sectors: individual and community. According to economic theory, financial responsibility should be borne by the recipient of services. Even if public benefit could be clearly determined, Community Services funding may still be difficult to come by given current economic reality.

Summary Observations

It appears that the role of Community Services must be developed along with a funding method that is appropriate for current conditions and cognizant of current problems. A self-supporting Community Services program has merit given the financial problem facing education today.

It may be possible to suggest a funding mechanism that will enable Community Services to be a major function within the Los Angeles Community College District without resulting financial hardship on other major functions. Such is the challenge of the current project and the goal of the recommendations contained in this report.

III. HISTORY OF COMMUNITY SERVICES IN CALIFORNIA AND THE LOS ANGELES COMMUNITY COLLEGE DISTRICT

The California Perspective

Community Services enabling laws developed in California over a sixty year period. The Civic Center Law, enacted in 1917, established that public school buildings and grounds could be used by citizens' groups for educational and recreational purposes.

Community Services tax law came about in 1951-59 and 1961. It allowed up to five cents per $100 of assessed property evaluation. The initial effects were the establishment of college recreational activities, kindergarten through twelfth grade noontime aides, and elementary and high school enrichment programs, along with some capital construction and site improvement. Not all school and college districts taxed the full five cents; the amount was left to the descretion of the local educational governing boards.

Utilization of the tax base expanded tuition-free education in community colleges. What began primarily as a tax for recreational services and programs was expanded to include numerous cultural programs; recreation and physical education activities; support for staff; building and grounds beautification; televison and radio programs; newspaper publications; public information functions; and capital construction of gymnasiums, tracks, pools, and theatres. Built with and supported by the Community Services tax, California had some of the most impressive programs in the country.

Paralleling this phenomenal growth in Community Services was a number of factors that were to have significant impact. Some

citizens were becoming somewhat disenchanted with government and public institutions. In California, property values had doubled and so had accompanying taxes. Proposition 13 promised to cut property taxes by 50% reducing them to 1976 levels, as well as eliminate all permissive taxes. Proposition 13 had support from large property owners, industry, and a wide sector of property owners who could not keep up with inflation and taxes. This Jarvis-Gann Property Tax Initiative was on the state ballot in June 1978 and passed easily.

Proposition 13 cut local property tax revenues by approximately 6.9 million dollars. In response, the State Legislature in 1978 initiated budget bail-out bills, Senate Bill 154 and Assembly Bill 2190. In 1979, AB 8 was enacted and provided a community college finance mechanism for a two-year period. In 1981, another two-year finance bill, AB 1626, was passed. As a result of the legislation, California community colleges survived on the reserves of the state's general fund.

Post-Proposition 13 Financing

The main sources of income for Community Services before Proposition 13 were taxes and general fund support. Since Proposition 13, the main sources of income have shifted to a combination of general fund support and fees.

Initial bail-out legislation provided District allocations for 92% of the 1977-78 revenues formerly derived from Community Services taxes. The 215% increase in general fund support for Community Services is depicted in Table 1.

Table 1

General and Special Tax Fund Support for Community Services: A Comparison For Fiscal Years 1977-78 and 1978-79

Income Category	Fiscal Year 1977-78	Fiscal Year 1978-79	Change $ Amount	Change Percentage
Taxes*	$34,385,437	$ 1,481,855	-$32,903,582	-95.7
State General Fund	4,197,302	13,219,875	9,022,573	215
Totals	$38,582,739	$14,701,730	-$23,881,009	- 62

*Authorized under Education Code Section 85110
(Chancellor's Office, 1977-78, 1978-79)

Fee income from Community Services classes, cultural and recreation programs, workshops, and Civic Center activities increased 80% as 47 (59%) of the districts tried to make Community Services either partially or completely self-supporting by increasing program fees.

Table 2

Increase in Community Services Fee Income: 1977-78 to 1978-79

Income Category	Fiscal Year 1977-78	Fiscal Year 1978-79	Change $ Amount	Change Percentage
Admission and gate receipts (cultural and recreation programs)	$1,340,137	$2,552,361	+$1,212,224	+ 90.5
Enrollment fees (short courses and workshops)	2,232,320	2,362,086	+ 129,776	+ 5.8
Rental, lease and use fees (Civic Center)	495,824	2,408,643	+ 1,912,809	+395.8
Total Fee Income	$4,068,281	$7,323,090	+$3,254,809	+ 80

(Chancellor's Office, 1977-78, 1978-79)

Table 2 shows the increase in fee income from 1977-78 to 1978-79.

In the 1979-80 fiscal year, enrollment fees were increased approximately 10% over the previous year and constituted 31% of the total Community Services income. Despite the continued increase in fees, subsidy from general fund continues to be the primary source of support for Community Services.

Table 3 displays Community Services income categories and the percent of income derived from each category from 1977-78 through 1979-80.

Table 3

Community Services Income Categories: A Three Year Comparison

Community Services Income Category	% of Total Income 1977-78	1978-79	1979-80	Average % of Total Income for 1978-79 and 1979-80	Average % Change for 1978-79 and 1979-80 over 1977-78
Taxes	79	7	0	3	-100
General Fund Support	10	58	67	63	+236
Enrollment Fees	5	10	18	14	+ 43
Rental, Lease, Permit Fees	1	11	6	8	+275
Admission and Gate Receipts	3	11	6	9	+ 43
Federal and State Grants	.6	.9	.8	.8	- 30
Other Designated Income	1	2	3	3	+ .2

(Chancellor's Office, 1977-78, 1978-79, 1979-80)

In a time when college budgets are shrinking statewide and increasing demands are being placed on general fund monies, primary

reliance on general fund support foreshadows problems for Community Services. It also challenges educational leadership to develop a more appropriate funding mechanism for the Community Services function.

Participants Served by Community Services

Community Services programs in 1978-79 serviced 11.4 million participants.[3] This represents a 36% decline from the previous year, as is illustrated in Table 4.

Table 4

Decline in Community Services Participation: 1977-78, 1978-79

Community Services Activity	Participants 1977-78	Participants 1978-79	Change Number	Change Percentage
Courses	529,946	505,664	- 24,282	- 5
Sports	4,328,168	3,415,818	- 912,350	-21
Civic Center	5,795,177	5,122,325	- 672,852	-11.6
Lecture, cultural	5,685,937	1,555,774	-4,130,163	-73
Community Development	841,318	573,349	- 267,969	-32
Other	698,602	257,535	- 441,067	-63
Totals	17,879 148	11,430,465	-6,448,683	-36

(Chancellor's Office, 1977-78, 1978-79)

In 1979-80, significant numbers of Community Services classes were added (24%), however, the number of participants attending classes decreased by 3% (Chancellor's Office, 1977-78, 1978-79, 1979-80). This indicates that emphasis is being placed upon the type of activity that is able to generate sufficient income to cover at least the direct program costs.

[3]This total represents a duplicated count and excludes radio and television audiences.

History of Community Services Funding in the Los Angeles Community College District

Community Services funding in the Los Angeles Community College District parelleled other two-year institutions in California. The major difference was that the District never levied the full five cent per $100 of assessed property values. Community Services was funded originally by districtwide reserves and then moved progressively from small percentages to a high of .0274 per $100 of assessed evaluation (1972-73, .0101; 1974-75, .0178; 1977-78, .0274). Each one cent of the override tax generated approximately one million dollars on a districtwide basis.

During the pre-Proposition 13 period, colleges in the Los Angeles Community College District developed budgets ranging from $300,000 for a smaller campus, to $400,000 at a medium campus, to $700,000 allocated for larger college locations. It should be remembered that total funds spent within the District were a combination of local taxes and income generated by the individual college through Community Services operations. After the passage of Proposition 13 and the demise of the override tax, the District funded Community Services programs with money remaining in the so-called "pipeline." Monies allocated for Community Services purposes and left unspent immediately after passage of Proposition 13 totaled approximately 1.5 million dollars.

Scope of the Community Services Programming in the Los Angeles Community College District

Original activities instituted by Community Services were primarily recreational in nature: athletic leagues and sports programs.

Introduced later were events which catered to the greater community such as public lectures, film series, and health fairs. Within a few years, children's programming and senior citizens' activities were introduced along with a wide variety of classes. Eventually, major construction projects were completed. Support for art exhibits, theatre events, festivals, and ethnic activities was provided.

In 1977-78 over 1.5 million participants[4] were served by Community Services in the Los Angeles Community College District. This included over 29,000 participants in recreation classes, an estimated 492,000 in open recreation activities, 225,500 estimated in cultural activities, nearly 214,000 in community development and other activities, and 581,500 participants who utilized campus facilities through approximately 850 Civic Center permits and leases. In addition, more than 56,000 registered in Community Services classes.

Table 5 illustrates the number of individuals served by various types of Community Services classes as well as the number of classes provided. Classes offered by the Los Angeles Community College District represented a significant portion of the Community Services offerings throughout the state. The District provided approximately one-third of the semester or quarter length classes in the state, over one-half of the classes that were more than three weeks but less than a quarter of semester in length, and about one-tenth of the workshops of three weeks or less.

---

[4]This figure represents a duplicated head count.

Table 5

Los Angeles Community College District Community Services Classes: 1977-78

Course Length	Number of Courses	Total Participants Registered
Semester or Quarter	525	14,802
More than 3 weeks but less than semester or quarter	1,638	30,530
Conference, Workshops, Seminars, Labs, (less than 3 weeks)	199	11,018
Totals	2,362	56,350

(Los Angeles Community College District, 1977-78)

In 1978-79, following the passage of Proposition 13, overall participation in Community Services declined to one million (Los Angeles Community College District, 1978-79). This included approximately 37,000 registrants in general interest Community Services classes and 17,000 in recreation classes. An estimated 348,000 participated in open recreation, 101,000 in cultural programs, and 83,000 in community development and other activities. Civic Center permits and leases issued amounted to approximately 2,700 which served an estimated 433,000 participants.

During 1979-80, overall Community Services participation dropped to approximately 650,000 (Los Angeles Community College District, 1979-80). Despite the overall decline, registrants in Community Services classes totaled 53,800, an increase of nearly 17,000 over the preceeding year. By 1980-81, class enrollments surpassed pre-Proposition 13 registration and reached approximately 87,700, an increase

of 62.6% over the preceeding year (Los Angeles Community College District, 1980-81).

It is evident that the nature of Community Services programming is changing significantly within the Los Angeles Community College District as activities that have the ability to be self-supporting are being emphasized. In spite of increased fees, credit-free education provided by Community Services is meeting the needs of a large constituency, as evidenced by the phenomonal growth in class enrollments.

Summary Observations

It has become apparent that over an approximate ten year period of existence in the Los Angeles Community College District, Community Services campus programs have varied significantly in their organizational structure, facilities, activity and program development, and marketing procedures. The outcome of these differences has been reflected in Community Services college budget allocations and income generation.

The communities served by individual campuses differ widely in their socio-economic levels, educational experiences, ethnicity, housing, and transportation opportunities. As a result, a number of colleges within the District produce considerable income while others are unable to generate funds sufficient to offset the increased costs of operation.

The relative ability or inability to generate income becomes increasingly important in a time of scarce fiscal resources. This economic pressure will have significant influence upon the future role and function of Community Services as a part of the overall educational mission of the Los Angeles Community College District.

IV. METHOD

The Task Force and Its Charge

The purpose of this study is to investigate and make recommendations relative to "The Future Management, Funding, and Scope of Community Services Education within the Los Angeles Community College District."

A task force was appointed to implement this project. Comprised of District and college representatives, the advisory group consists of the following members.

Los Angeles Community College District Representatives:

Thomas M. Fallo, Vice Chancellor, Business Services

Eugene A. Pimentel, Vice Chancellor, Educational Services (Retired)

Dr. Kenneth S. Washington, Vice Chancellor, Educational Services

Robert J. Henry, General Counsel

Dr. Louis F. Hilleary, Director, Instructional Services

John C. Burke, Coordinator, Instructional Services

College Representatives:

Dr. Stelle Feuers, President, Los Angeles City College

Dr. Mary Lee, President, Los Angeles Valley College

Dr. Jackie Ireland, Assistant Dean, Instruction/Community Services, West Los Angeles College

Michael Gegna, Coordinator, Community Services/Continuing Education, Los Angeles Harbor College

Maria Elena Martinez, Coordinator, Community Services/Instruction, East Los Angeles College

John Simpson, Community Services Project Manager, Los Angeles City College

The task force voted to install Michael Gegna and Jackie Ireland as Co-directors of the project. This recommendation was confirmed by Chancellor Leslie Koltai.

The UCLA Graduate School of Management cooperated with the project by assigning two MBA candidates to consult on the development and implementation of surveys and data interpretation. The team participants from the UCLA Graduate School of Management were:

Joan Eaton, MBA Candidate

Peer Ghent, Faculty Advisor, Graduate School of Management

Paul Gibson, MBA Candidate

Dr. Pat Katsky, Field Study Director, Graduate School of Management

Dr. Jack McDonough, Faculty Technical Advisor, Graduate School of Management

Methodology

Task Force Interviews

One of the initial processes in the research project was a series of personal interviews with each member of the District appointed task force. These meetings were comprised of in-person visitations with members at their campus locations, along with some extensive telephone contacts. Members of the task force were asked about their views on the subject of Community Services viability within the current District organizational structure, Community Services marketing, program volunteers, Extension concepts, and Community Services' relationship to the college credit program. Also discussed were the California State Course Classification System, senior citizen programs, grantsmanship and

fund raising, and educational competitors in the community. Suggestions from members of the task force were considered when developing the project questionnaire and formulating final recommendations.

Questionnaire and Sample

Inquiry letters were sent to members of the Executive Board of the National Council on Community Services and Continuing Education, an American Association of Community and Junior Colleges Affiliate Council. The letters asked these administrators to recommend programs in their geographic area which were either self-supporting or excelled in Community or Extension Services. They were asked to suggest community colleges, four-year universities, or private educational enterprises, which had exemplary programs. As a result of these letters, 44 Community Service/ Continuing Education/Extension programs were identified nationwide.

Concurrently, a questionnaire (see Appendix A) was developed by the two District administrators assigned to direct the project and was reviewed by the UCLA field study team and selected task force members. This instrument was sent to the administrator of each of the programs identified. Follow-up phone calls were made to those program administrators slow in responding. In the local area, this same information was gathered through personal interview.

The total sample is comprised of 36 responding institutions consisting of:

26 out-of-state programs and

10 California programs including

6 Los Angeles area programs.

These programs can be characterized by type as follows:

27 community colleges

4 private universities

2 public universities

2 private educational enterprises[5]

1 adult education program

The 36 programs are listed below.

Adventures in Learning
Baltimore, Maryland[5]

Bergen Community College
Paramus, New Jersey

California State University
Los Angeles, California

Open Campus
College of DuPage
Glen Ellyn, Illinois

College of Marin
Kentfield, California

Community College of
Rhode Island
Warwick, Rhode Island

Cuyahoga Community College
Cleveland, Ohio

De Anza College
Cupertino, California

Foothill College
Los Altos Hills, California

Greenville Technical College
Greenville, South Carolina

Evening College
Johns Hopkins University
Baltimore, Maryland

Kellogg Community College
Battle Creek, Michigan

Kirkwood Community College
Cedar Rapids, Iowa

Lansing Community College
Lansing, Michigan

Adult Education
Los Angeles Unified School District
Los Angeles, California

Learning Experience[5]
Baltimore, Maryland

Miami Dade Community College
Miami, Florida

Middlesex County College
Edison, New Jersey

Montgomery College
Rockville, Maryland

C.S. Mott Community College
Flint, Michigan

---

[5]The two private educational enterprises included in the sample are both comparatively small and operate under different circumstances from those in the Los Angeles Community College District.

North Seattle Community College
Seattle, Washington

North Shore Community College
Beverly, Massachusetts

Northrup University
Inglewood, California

Orchard Ridge Campus
Oakland Community College
Farmington Hills, Michigan

Piedmont Technical College
Greenwood, South Carolina

Pioneer Community College
Kansas City, Missouri

San Antonio Community College
District
San Antonio, Texas

Santa Ana College
Santa Ana, California

Schoolcraft Community College
Livonia, Michigan

Community Campus
Tarrant Junior College District
Fort Worth, Texas

Triton College
River Grove, Illinois

Trident Technical College
Charleston, South Carolina

University of LaVerne
LaVerne, California

Extension
UCLA
Los Angeles, California

University of Southern California
Los Angeles, California

Valencia Community College
Orlando, Florida

The following program administrators were interviewed and on-site visits conducted.

Dr. Roger Dash
California State University
Los Angeles, California

Dr. Vicky O'Brien
De Anza College
Cupertino, California

Dr. Richard L. Henning
Foothill College
Los Altos Hills, California

Dr. Robert W. Rupert
Adult Education Division
Los Angeles Unified School
District
Los Angeles, California

Judd Staples
Northrup University
Inglewood, California

Robert L. Dalglish
San Antonio Community College
San Antonio, Texas

Sam Krhovjak
Open Campus
Tarrant Junior College District
Fort Worth, Texas

Dr. James Manolis
University of LaVerne
LaVerne, California

Donde Ashmos
Marcia Britvane
Extension
UCLA
Los Angeles, California

Phillips Copeland
University of Southern California
Los Angeles, California

Program administrators were also personally interviewed by special appointment.

Dr. Thomas K. Thomas
Open Campus
College of DuPage
Glen Ellyn, Illinois

Don Maguire
North Hennepin Community College
Minneapolis, Minnesota

Dr. Anthony M. Cotoia
North Shore Community College
Beverly, Massachusetts

Dr. Chuck Yeramian
Orchard Ridge Campus
Oakland Community College
Farmington Hills, Michigan

Data Presentation and Analysis

Information from questionnaires and interviews was arranged in a data matrix for easy reference. Where necessary, further follow-up phone calls were made to selected program administrators.

V. RESULTS AND ANALYSIS

Finance

Results

Budgets

Among the 36 programs surveyed, annual operating budgets ranged from $42,000 (Learning Experience in Maryland) to $41,000,000 (Los Angeles Unified School District Adult Education). The budget figures have a positive correlation to the number of students enrolled in the programs but vary according to the type of program and the constituency served. To illustrate, budgets appear to be relatively higher per student served in affluent areas or in programs where funding sources include contracted educational programs.

Fiscal Control

Sixteen respondents (44%) state their programs are fiscally independent from their parent campuses or districts. Although 24 programs (67%) have no restrictions on their income, only 14 (39%) are able to carry income forward from one year to the next.

Fee Formulas

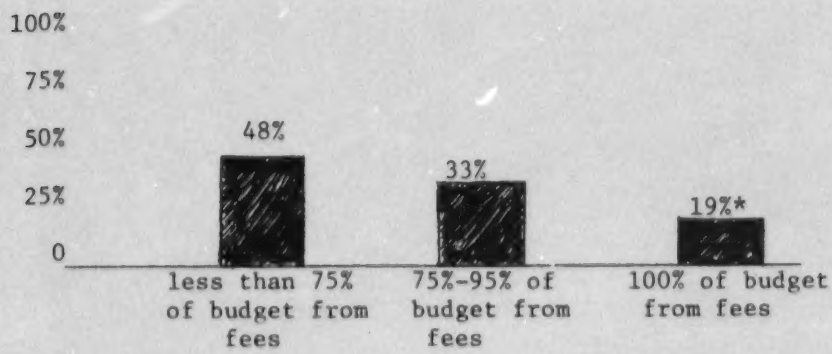
Class fee formulas vary widely. But, for the most part, fees are intended to cover direct program costs, plus any indirect expenses charged against the program. The ability to cover the indirect costs charged to the program appears to be the most consistent criteria used in defining "self-supporting." The fee formulas appear related to each program's responsibility for indirect costs.

Self-Support

Twenty-four respondents (67%) indicated their programs are self-supporting, four programs (11%) are partially self-supporting, and eight programs (22%) are not self-supporting. Though 67% define their programs as self-supporting, only seven programs (19%) receive 100% of funding from participant fees. Twelve programs (33%) receive between 75%-95% of funding from participant fees, and 17 programs (48%) receive less than 75% of their funding from these fees. Figure 1 illustrates reliance on fee support by responding institutions.

Figure 1

Institutions Receiving Support From Participant Fees



*(15% if the two small private educational enterprises are not included.)

This seeming paradox exists due to varying definitions of self-support. Basically, the programs studied fell into three different categories in terms of their definition of self-support:

1. Those that define self-supporting to mean coverage of all costs incurred (direct program costs as well as indirect costs including

administrative overhead; facility rental; utility, custodial, police and security charges; and district overhead).

2. Those that define self-supporting to mean only the coverage of direct program costs.

3. Those that define self-supporting to mean the coverage of all direct costs plus some (but not all) indirect costs.

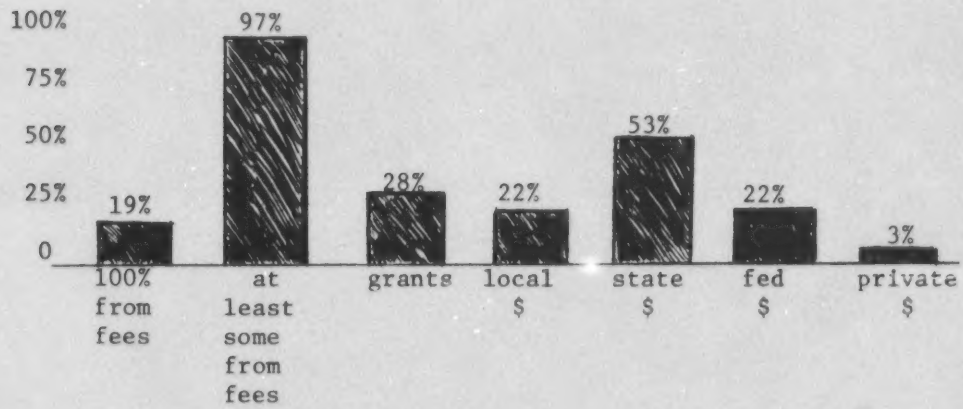
Administration of only five programs (14%) consider self-support to include the coverage of all costs incurred. Three (8%) consider self-supporting to mean only the coverage of direct costs. Twenty-five (69%) consider self-supporting to include a combination of direct costs plus some overhead, but not all costs incurred. The remaining three did not respond. Of the administrators that state their programs are self-supporting, only one defines self-support to include ALL costs and also receives 100% of funding from class/workshop fees. This is Adventures in Learning in Maryland which serves 300-400 persons annually, and as explained, is a private educational enterprise, very different from the Los Angeles Community College District. Figure 2 indicates the funding sources of the programs in the sample.

Program funding sources vary widely. Ninety-seven percent of the programs receive at least some funding from class/workshop fees. The only program that does not is Trident Technical College in South Carolina, which receives 90% of its funding from the state and the remaining 10% from grants. Only seven programs (19%) receive all funding from class/workshop fees. Some programs receive funding from many sources: fees; local, state, federal, and private sources; and grants. However, the amount of funding received from any given source does not correlate with the

percentage of schools which receive funding from that source. For example, 28% of the programs received at least some money from grants, but the percentage of funding per program was usually only 5%-25% of the annual budget, with 40% of funding the most in any one program.

Figure 2

Funding Sources of Sample Programs



Results indicate that self-support is a goal that most programs are striving to achieve. However, few of the programs surveyed are totally self-supporting, in terms of covering all costs incurred. The remaining programs rely on money from their districts or parent campuses, state, local, federal, or other private sources to cover part of their operating costs.

Self-Supporting Program Models

As indicated previously, there are several definitions for the term "self-support." Minimumly, self-support means the coverage of direct program costs. Maximumly, it includes direct and all indirect costs.

In addition, it must be emphasized that the funding source for self-supporting programs varies widely. While some programs are exclusively fee-based, others rely heavily on state support. Furthermore, many of the programs encompass credit courses and are a part of the tuition-based Office of Instruction offerings. All of these factors must be kept in mind when considering noteworthy models outside of the Los Angeles Community College District. Highlights of eight programs, which display a range of definitions for the term self-support and receive funding from varied sources, follow.

North Shore Community College

The Community Services/Continuing Education Division at North Shore Community College in Beverly, Massachusetts, provides a unique model of a program that has financial independence from the rest of the college.

Chapter 601 of the Acts of 1966 specifies that community colleges in Massachusetts conduct evening and summer classes provided that they are offered at no expense to the commonwealth. Consequently, Community Services and Continuing Education at North Shore is totally self-supporting and encompasses Community Services classes which parallel those offered by the Los Angeles Community College District as well as the entire tuition based credit evening and summer programs.

North Shore's Division of Community Services and Continuing Education operates on a fixed budget which is based upon projected income. Income remains with the program rather than reverting to the college general fund. It can be carried forward to the next fiscal year. In fact, the carry-over income from one fiscal year provides the seed money for the ensuing fiscal year.

Income is deposited directly into a private bank. The bank in turn provides a complete income and expenditure accounting function for the Division.

Financial investment is an important element of the Community Services/Continuing Education Division's independent financial structure. A minimum balance is maintained in the bank. Amounts above this are invested, and the interest is used to provide support for programs and services.

Investment in six to ten day money market certificates is facilitated by Division payment methods. All bills are paid at the end of the month rather than upon receipt. Instructors are also paid in such a way as to facilitate the investment opportunity. To illustrate, evening credit course instructors are paid twice during the semester - once at the midpoint of the semester and once at the end. Summer session instructors are paid once - at the end of the session. Instructors in the non-credit Community Services program are paid once for classes of eight weeks duration or less. If a class exceeds eight weeks, instructors are paid twice.

North Seattle Community College

Another example of a fiscally independent program which is 95% self-supporting is North Seattle Community College in Seattle, Washington. This comparatively small program has an annual operating budget of $113,000 of which it covers $107,000, including paying for instructor salaries and benefits, support staff, and a 20% indirect overhead payment back to the college district.

The Director of Community Services at North Seattle notes that the geographic location plays an important role in the program's success. This area has a very low unemployment rate coupled with a very "literate" populus (one which is likely to pursue lifelong learning).

A strong working relationship with the local community adult schools is another attribute of the North Seattle program. The Director acts as a "consultant" for the community schools and thereby simultaneously encourages their growth in the areas where they have a competitive advantage yet still fosters the success of the college program.

North Seattle's Community Services program has relied [illegible] experience and a gradual schedule of increased fees in order to remain nearly self-supporting. Experience has allowed for programming which better meets the needs of the community, while a gradual schedule of fee increases has given the community time to assume the burden formerly shouldered by the state.

C. S. Mott Community College

C. S. Mott Community College in Flint, Michigan, has a self-supporting program that has the capability of covering direct and indirect costs through program fees, but still receives as much as 25% of the Community Services budget from state funds. Program fee sources include Community Services classes, Career Development Learning Center programs, and campus rentals. Campus facilities rental generates $30,000 to $50,000 annually.

Community Services attributes its success in maintaining a self-supporting program to two factors: (1) instructors' salaries and

(2) high enrollments.

Community Services pays its teachers $6 to $12 per hour depending upon instructor qualifications and the category of class provided. Community Services enrolls 20,000 to 30,000 students annually. High enrollments are achieved as a result of a marketing effort that emphasizes news releases and local paid advertising. Cooperative programming with the community also contributes to large enrollments.

Cooperative programming is emphasized by the Extension segment of Community Services/Continuing Education at C. S. Mott. Extension provides credit as well as non-credit classes. The credit portion of the program consists of degree oriented courses offered in off-campus locations. The non-credit part consists of non-degree, non-transfer vocational and avocational classes.

The vocational and avocational classes are offered in consortium with 20 school districts within the county. The cooperating school is charged with all operational aspects within the community and employs personnel to coordinate offerings at specific schools. Schools are encouraged to select teachers from within their own communities. If a teacher is unavailable, C. S. Mott recommends several candidates, and the cooperating school makes the selection from those recommended. Although the teacher is a college employee, (s)he is responsible to the cooperating school. The college is responsible for advertising, teacher payroll, and any record keeping associated with the program.

The Extension program encourages large class size. Teachers are paid in accordance with an enrollment-driven incentive formula. The

cooperating school also receives a roll count based compensation for use of facilities. As a result of these incentives, Extension enrolled 18,000 people during 1981-82.

Triton Community College

Triton Community College in River Grove, Illinois, has a self-supporting Community Services program. Self-support is defined to include both direct and indirect cost.

Triton has the capability of supporting Community Services, termed Continuing Education by the college, from program fees. However, the Community Services program does receive state support. The state of Illinois funds seven general studies categories for adult education including such areas as health and business/technology classes. State funding is based upon reimbursement for credit hours produced. Currently, approximately 40%-50% of the Community Services program is comprised of credit generating classes as Continuing Education encompasses all classes except those that specifically lead to a degree.

Community Services serves approximately 35,000 people annually. Part of their service consists of a large and lucrative contract education program for business and industry. Contract education provides credit as well as non-credit programs, priced at cost plus 15%.

Triton attributes program success largely to a sophisticated marketing research program. This included a Gallup survey which proved extremely beneficial. As a result of Triton's on-going research, target marketing has replaced direct mail and has resulted in significant cost savings.

Valencia Community College

Valencia Community College in Orlando, Florida, defines self-support to encompass direct program costs and some indirect costs, including administrative overhead, facility rental, and utility charges. Forty-five percent of the Community Services support base comes from class and workshop fees, 15% from grants, and 40% from state funds. Florida provides funds for vocational education, as does Texas. And, Community Services relies heavily on state vocational funding. The state also provides categorical funding for community instruction services that address community problem areas such as health, safety, consumerism, and parenting, as well as programs for the disadvantaged.

It is interesting to note that in the past, Community Services, known as the Open Campus at Valencia, relied extensively upon grants and contracts from federal agencies and foundations. "As of 1977 about three-fourths of the staff was being paid under grant funds" (Cohen and Brawer, 1982). Since that time, Valencia has made a concerted effort to get out of the special funding grant model and has placed emphasis upon vocational programs eligible for state support.

Kellogg Community College

Kellogg Community College in Battle Creek, Michigan, provides an example of a Community Services program that defines itself as 100% self-supporting and also relies heavily on state aid. Credit hour production is the "name of the game" in Michigan. Consequently, 99% of the Community Services classes at Kellogg are state-supported, credit classes. Mini-components are taken out of semester length credit courses

and offered by Community Services for 1/4 or 1/2 unit of credit. This technique not only generates state dollars but also serves as a recruiting device for the regular academic program. State aid covers administrative overhead. Additional courses are offered for a fee, and income generated covers direct program costs.

Community College of Rhode Island

Many colleges that have self-supporting Community Services programs define self-support in terms of direct program costs and do not include indirect costs. For example, the Community College of Rhode Island in Warwick, Rhode Island, defines its Community Services program as self-supporting. However, the salary of the Dean and his administrative assistant are picked up by state money allocated to the general college budget. Some direct program costs are covered by Department of Education grants. Class fees cover direct program costs and remaining Community Services staff salaries. No indirect program costs are charged to Community Services by the College.

Flexibility and fiscal control are key factors in characterizing this large (12,000 to 15,000 enroll in Community Services classes annually, approximately 4,000 more than enroll in credit classes), self-supporting Community Services program. Any remaining budget balances revert back to the state at the end of the fiscal year. Therefore Community Services has a strong incentive to spend all income generated by the end of the fiscal year. Community Services may spend the money in any way it wishes to enhance the program. No money reverts to the college general fund.

A flexible method of paying teachers also strenghtens the program. Teachers are generally paid 70% of the fee generated income. However, the Dean has the flexibility to alter this percentage. The percentage is often altered when class enrollments are low. In such cases, teachers are generally given 100% of the fee income, and the class is not cancelled. The policy of not cancelling classes has contributed significantly to program success, as people are able to depend upon Community Services offerings.

In addition to the non-cancellation policy for classes, several other major factors contribute to the success of this program: 1) The majority of classes are held on campus, and the campus is easily accessible. 2) Classes are priced modestly - from $1.50-$2 per contact hour. (North Seattle Community College charges as much as $10 per contact hour.) 3) A majority of the classes focus upon material that people can apply to work, i.e., word processing. 4) Class schedules are inserted into the local newspaper and reach one out of two households in the community.

UCLA Extension

UCLA Extension is one of the largest and most successful self-supporting Continuing Education programs in the country. It has an annual enrollment of 117,000. Eighty-five percent of the $20,000,000 operating budget comes from class/workshop fees. The remaining 15% of budget monies comes from grants. Although Extension is not totally independent, no part of the Extension budget comes from the parent campus.

Ninety percent of Extension courses are offered on the UCLA campus, and in return, Extension pays overhead to cover all indirect costs except for police and security. Fees are calculated by a formula designed to cover all costs. Although a large number of students enrolled in a course will not decrease its fee, course enrollment which is insufficient to cover all costs results in cancellation of that course.

Though Extension must use campus central purchasing, security, and custodial services, it supports its own, independent staff of 450, including 40 Continuing Education specialists and Extension department heads. Instructor salaries are set according to three general schedules:

1. for regular University of California faculty
2. for faculty from other four-year institutions
3. for all other instructors

However, payment of instructors varies from course to course.

At present, UCLA Extension is operating at "break even," though when any University of California Extension program has a budget surplus, those funds are transferred to a systemwide Extension reserve. This money is then used for Extension programs statewide.

Although the UCLA parent campus does not subsidize Extension, resources of the University are a key to success. These resources may be as tangible as the UCLA library system or as intangible as UCLA's reputation.

Program

Results

Program Components

Program components at the institutions surveyed vary considerably, primarily due to different definitions of the terms "Continuing Education," "Community Services," "Extension," and "Adult Education." For example, Kellogg Community College offers credit-based Continuing Education courses. The Texas programs include vocational education and are therefore eligible for state apportionment. North Shore Community College has evening and summer courses for credit. However, all but one of the programs surveyed offer credit-free, non-degree oriented instruction.

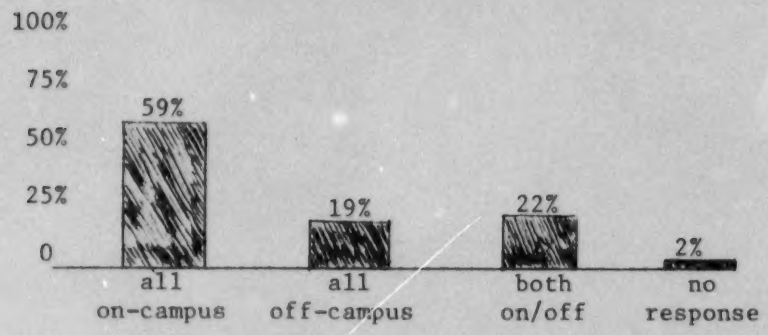
Participants and Facilities

The numbers served in the sample programs range from 350 (Adventures in Learning) to 320,000 (Los Angeles Unified School District Adult Education).

Most administrative facilities are on-campus while program facilities at the sample institutions are both on-and off-campus as shown in Figures 3 and 4.

Figure 3

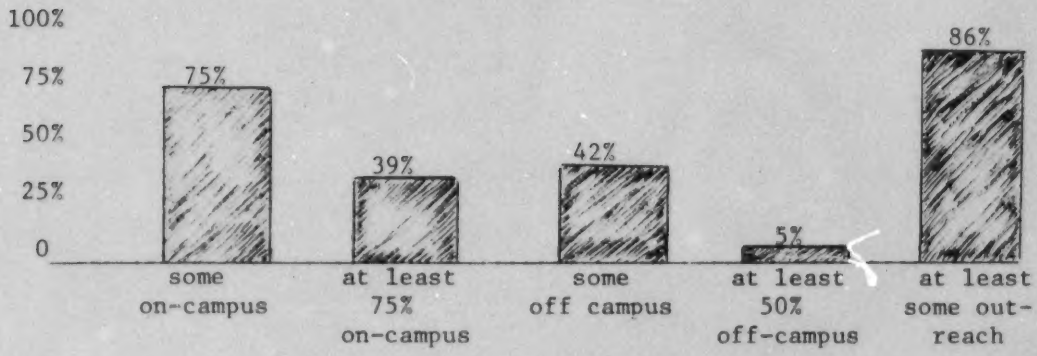
Administrative Facilities



Clearly, most schools make wide use of a parent campus (85% for administrative facilities, 75% for program facilities). Often this is a financial asset for the program since many Community Services programs are not required to contribute a true market price to cover overhead costs incurred.

Figure 4

Program Facilities



Marketing

By far the most popular marketing technique is direct mail of the program bulletin, with 33 programs indicating this to be a useful form of self-promotion, if not the single most effective (UCLA). News advertisements and media "community service announcements" were useful in 16 programs with several respondents indicating that "community service announcements" were even more effective (presumably due to greater credibility) than paid advertising. Eleven programs (31%) deem word-of-mouth to be an effective marketing technique. One program (North Seattle Community College) has contemplated the design of a computerized system for tracking past enrollees in order to inform them of new offerings in their personal areas of interest.

Needs Assessment

Needs assessment methods include surveys of currently enrolled students in 42% of the programs, advisory committees in 33%, and trial and error or experience in 25% of the programs.

Contract Education

Contract education (or educational programs offered through the college, by contract, to outside organizations) is used in 28 of the programs (78%). The survey indicated the greatest strengths of contract education programs to be: flexible programming, beneficial contact with business and industry, and cost-effectiveness. The most often indicated drawback to contract education was the inconvenience of providing programs off-campus.

Exemplary Contract Education Program

If programs, not just fees, must change to accomplish the goal of self-support, one effective and educationally beneficial method would be the introduction of more contract education offerings. In this case, industry, not the individual community consumers, shoulder the burden of program cost. The participation level, and therefore revenue, is guaranteed, valuable business and community contacts are made, and the contract education programs act as a form of promotion for other, non-contract offerings. The following Community Services/Continuing Education programs have noteworthy contract education components.

De Anza College

De Anza College in Cupertino, California, has an outstanding contract education program that operates as part of the Extended Campus and is called the Office of Relations with Business, Industry, and Government. Contract programs are developed by professional educators, the regular Extended Program staff.

De Anza charges $70 per hour of instruction when the contractee is interested in an existing college class, $116 per hour when curriculum development is involved and the college is asked to provide a course specifically designed for a particular contractee. This pricing policy contributes significantly to program success. Business, industry, and government appear to be more receptive to a flat rate regardless of number of participants than to a cost per student charge.

Fifty-five percent of the hourly rate covers direct instructional costs. Forty-five percent covers administrative overhead and incentive costs. Of this 45%, 5% goes to the college general fund and 5% goes to the Foothill/De Anza District. Twenty-two percent is kept within the Extended Program's office and covers a) 50% of the dean's salary, b) 60% of the salary of a person who writes contracts, c) a proportional amount of fringe benefits, and d) 10% of office costs. The remainder of the office costs are covered by the college, as the Extended Program's office is also in charge of all off-campus credit classes.

The concept of incentive payment is unique and appears to provide significant motivation for the rest of the college to become involved in contract education. Thirteen percent of contract income goes directly to the division, i.e., Business or Community Services, that provides the program. The incentive money can be used in any way the provider wishes. Thus, contract education can and does augment budgets, a very positive factor in a time of fiscal constraint.

De Anza had developed a professional publication titled "Programs and Services for Business, Industry, and Government." The publication describes De Anza College and the services it can provide. It outlines curriculum in four major areas: management development, communication skills, technical training, and personal development. It also describes costs involved and provides sample contract forms.

In addition to contracts for credit and non-credit classes provided by Extended Programs, Community Services enters into contracts for conferences, seminars, workshops, and meetings.

North Hennepin Community College

North Hennepin Community College in Minneapolis, Minnesota, developed a noteworthy contract education program, a Community Services Management Institute. North Hennepin opted to contract with a person qualified as a professional business consultant rather than to use an educator employed by the college to develop the Management Institute. Contracting for the services of a program developer has two major advantages.

First, it places emphasis upon productivity. In the year of the Institute's inception, the program developer was paid a base amount of $20,000. In turn, he was required to set up 50 days of in-plant training and all Community Services open enrollment management seminars. He was paid a commission of $150 per day for each day of in-plant training established over the 50 day base. An additional 75 days were established on commission. Over the past several years, it has been found that approximately 70 days of training should be established as the base requirement. The program developer was also paid $40 per hour for teaching classes but was limited to teaching no more than 25% of the contract classes he established. This production oriented approach resulted in the program developer making $48,000. Community Services generated $25,000 in excess of programming costs. Higher returns occurred in subsequent years.

The second advantage to contracting with a program developer rather than utilizing regular college employees is that there is less risk involved for the college. The college does not have to commit resources to any full-time employees. The program developer receives a base plus

commissions. And he pays for any program assistance or clerical support needed out of the contract amount he receives.

A major caution needs to be observed in this type of program development. The program developer operates with extreme independence. Therefore, guidelines must be carefully articulated so that this person will not overstep boundaries seen as acceptable to the Community Services administration and the college.

The program developer spends approximetely 80% of his time in the field. Only companies with 50 or more employees are approached. Eighty percent of the program developer's time is spent with 20% of the companies, and those companies are the ones that are the largest.

Pricing is based on the cost of comparable service provided by major competitors. Community Services contracts 20-35% below the competition. At North Hennepin, the contract price is approximately $800 per day.

Community Services contracts needs assessment for business and industry as well as short-term, non-credit classes. Large companies that have experienced rapid growth are generally interested in needs assessment. Ninety percent of the classes are provided during weekday work-time. Sixty percent of the classes are one-day classes. The remaining 40% are half-day classes or six 2 1/2 hour sessions. Classes in demand are those that deal with mid-management topics such as communication skills, delegation, misuse of talent, feedback systems, and organizational problems and success strategies.

North Hennepin has also developed a very professional publication, "Community Services Human Resource Development", that the program developer shares with business and industry contacts. It consists primarily of course outlines of the nearly 100 classes that Community Services is ready to provide to business and industry.

College of Du Page

The Business and Professional Institute, a part of the College of Du Page Open Campus in Glen Ellyn, Illinois, provides another contract education model. Services provided by the Institute include: seminars, workshops, and conferences that emphasize practical skill acquisition; on-site credit and non-credit classes; training needs analysis; training curriculum development; certificate programs; resource information and cooperative ventures.

Cooperative ventures are a major strength of the Institute. The Institute engages in a variety of cooperative ventures.

1. Cooperative classes, seminars and workshops: The Business and Professional Institute assesses its competition, for the purpose of joining forces rather than competing. As a result, partnerships have been entered into with the American Management Associations and area health professionals in order to best meet the educational needs of business and industry.

2. Cooperative relations with business, government, and community: Staff members join and spend hours working with the Chamber of Commerce; professional, community, and industrial groups, and government commissions and task forces. Such involvement is considered to be central to effective program development. (It is frequently seen as a key to

success for community colleges throughout the nation that have established successful contract education programs for business and industry.)

3. Cooperative delivery: Many companies in Glen Ellyn provide in-service courses that are basically College of Du Page courses. "In such cases, the Institute will enter a cooperative delivery agreement with the company, allowing the participants in the in-service courses to obtain college credit for experience" (Du Page Open College Business and Professional Institute, 1981).

4. Co-sponsorship-Facilities: Upon request the Institute provides space for training functions provided by organizations, business and industry. The organization or company pays for all direct and indirect costs and carries the Institute as a co-sponsor of the event.

5. Co-sponsorship Companies and Organizations: Recognizing that training dollars are often minimal for various companies and organizations, the Institute attempts to help such businesses and organizations meet training needs at a reasonable cost. The Institute enters into a co-sponsorship agreement for the delivery of seminars, conferences, and workshops. The agreement identifies the responsibility of the contracting parties and may include profit-sharing.

The Business and Professional Institute uses a 1/3, 1/3, 1/3 pricing formula. One-third is designed to cover direct costs, one-third is allocated to advertising and promotion, and one-third is built-in for profit. Contracts are then established on a cost per student

basis rather than upon a rate per hour/day of service provided.

Role of Program Developer in Exemplary Programs

The use of the program developer is a central feature in many of the more successful income generating programs. The program developer concept is utilized in a variety of ways. This person may be assigned to develop programs of a particular type, i.e., specifically for business and industry or in the allied health area, or for the retail sales market. Thus, an individual becomes a specialist in a particular type of program development.

Specialist

Kirkwood Community College in Cedar Rapis, Iowa, utilizes this program development mode. Each programmer has an expenditure budget and a tuition income goal. The programmer is responsible for generating his/her own salary. Once the tuition income goal is reached, the budget can be expanded, and income can be used to operate more programs. This method has proved to be very successful for Kirkwood. Their Community Services/Continuing Education program generates income in excess of $1,000,000 annually, including a profit of $400,000.

The Business and Professional Institute of the Du Page Open College in Glen Ellyn, Illinois (described in the contract education section), also employs managers to develop specific programs. This mode has proved successful for the Business and Professional Institute which has achieved a self-supporting, fee-based operation.

Volunteer Specialist

The Orchard Ridge campus of Oakland Community College in Farmington, Michigan, is establishing a Business and Professional Institute that relies on quasi-volunteerism for program development. Recent retirees who have contact with the local business/industry community are given a program development goal and receive token compensation for classes developed. To illustrate, a programmer is given the goal of developing ten classes per session for each of three sessions and is paid $4 per enrollee. Recent retirees appear enthusiastic over the opportunity to continue to utilize their professional knowledge without negatively impacting Social Security benefits. And, the college is enthusiastic over this cost-efficient means of program development.

Generalist

Other colleges employ program developers who work as generalists. The Tarrant County Junior College District in Ft. Worth, Texas, makes program development the prime responsibility of the Community Services dean at each campus. The San Antonio Community College District employs fifteen individuals with the responsiblity for program development. Although some have become area specialists, most are generalist and have the authority to establish classes wherever the need exists within the district. Although both Texas districts receive state money for various types of classes, they have the potential to operate exclusively on income generated from fees.

Professional Consultant

Some colleges employ a specialist, i.e., a professional business consultant, as a program developer while others rely on the talents of the professional educator, i.e., Community Services/Continuing Education administrator.

North Hennepin Community College in Minneapolis, Minnesota, utilizes the specialist approach in their Management Institute. North Hennepin entered into a contract with a well-qualified management consultant. The individual is given a base allocation and has the responsibility of setting up 50 days of in-plant training as well as all Community Services open enrollment management seminars. The consultant receives an additional commission for training days set up in excess of 50. In-plant educational needs assessment is also conducted when appropriate. The program has been extremely lucrative for Community Services at North Hennepin. While Community Services does not have the mandate to cover indirect costs, the Management Institute has consistently generated income beyond direct costs.

Professional Educator

In contrast, Continuing Education professionals have the responsibility for developing business, industry, and government contracts within the Foothill-De Anza District in northern California. During 1981-82, the first full year of program operation, the Continuing Education administrators at De Anza generated $108,000 in contract education classes. The income generation goal for 1982-83 is $200,000. And, the ultimate goal is a contract supported program that covers indirect as

well as direct costs.

Management

Results

Almost all of the programs in the sample are tied in some way to a parent organization, and most consider themselves to be self-supporting (67%). Yet half are required to have program approval from the parent campus, even for credit-free programs.

Staff sizes vary widely, but most programs have a director or coordinator with a staff of assistants and clerical workers. In terms of instructors, only one program (Lansing) employs only regular, full-time, certificated faculty instructors for its credit-free program. Twenty-one programs (58%) use mostly their own instructors, who are not employed by the parent campus. Two programs use half parent campus instructors, half independently hired instructors. Three programs employ no parent campus instructors.

Theoretical Analysis of Management/Organizational Structures

Benjamin R. Wygal, President of Florida Junior College, Jacksonville, Florida, provides a classic review of management and organizational structures for Community Services programs. He discusses Community Services management in terms of a continuum ranging from a completely independent structure to one that is integrated into all activities and programs of the college.

According to Wygal, the status accorded Community Services is more important than the type of organizational structure under which the function operates. As long as the importance of Community Services is

recognized, either the integrated or independent organizational structure can be successful.

However, an organizational structure should:

1. Facilitate community cooperation and interaction, and maximize delivery of appropriate services;

2. Promote understanding and visibility of Community Services within the institution and the community;

3. Promote involvement of Community Services in developing policies and procedures and in making decisions;

4. Ensure the best interests of Community Services in terms of staff, program, and organizational development;

5. Guarantee Community Services involvement in "...decisions concerning overall program priorities and financial and human resource allocations" (Wygal, 1981).

Independent Models

Two examples (Valencia Community College District and Tarrant County Junior College District) illustrate how the independent organizational mode can and does operate effectively.

The Valencia Community College District in Orlando, Florida, a pioneer in the open campus concept, is comprised of three campuses: East, West, and Open. Each campus is headed by a dean. And, each is equal in status to the other campuses. The Open Campus administers

all non-credit classes; all credit classes away from campus; and all radio, television, and cablevision classes.

Valencia's Open Campus has been extremely successful as evidenced by the fact that it attracts 36,000 registrations annually. Valencia sees the Open Campus administrative structure as having the following advantages:

1. Duplication of service is eliminated.

2. Duplication of staff is eliminated.

3. District continuity is achieved through tighter control of programming.

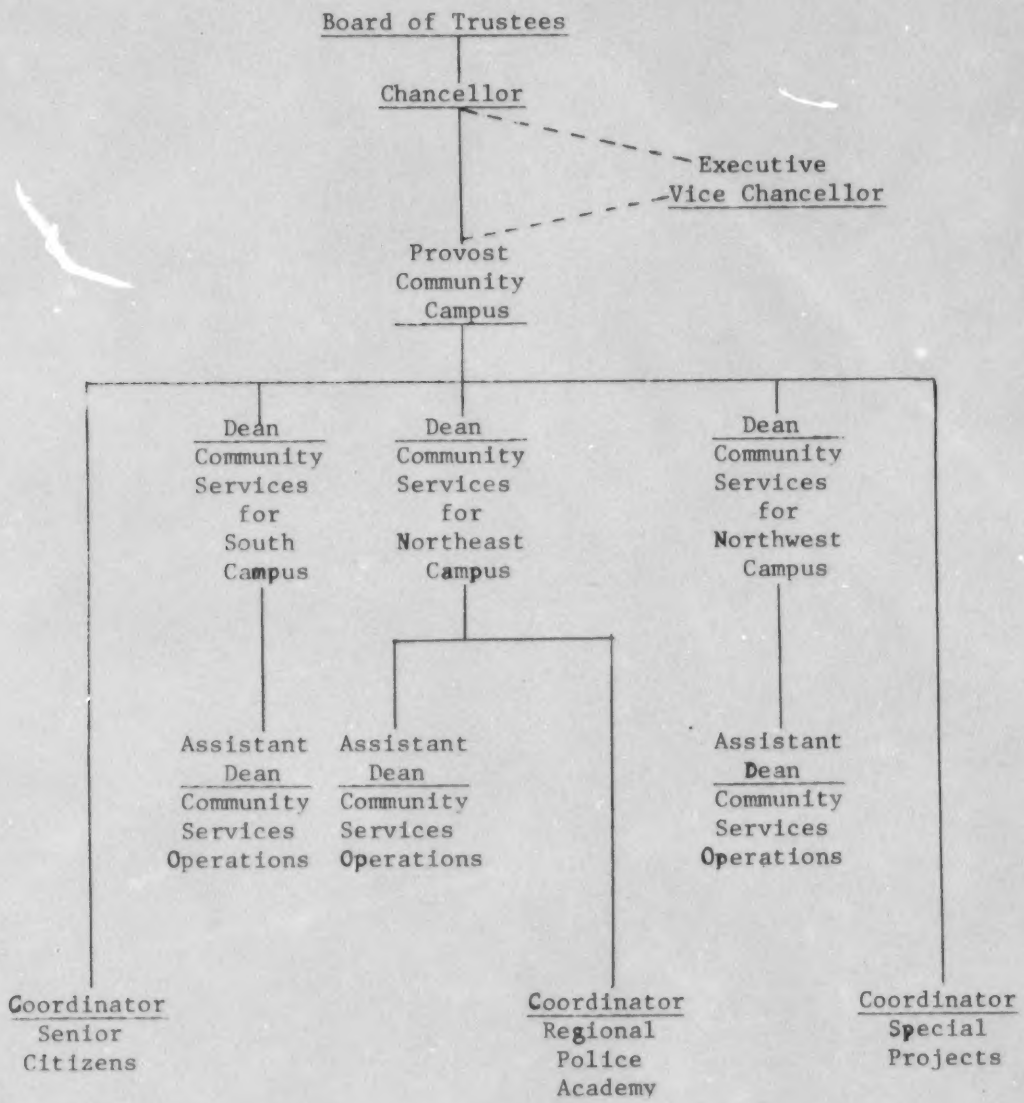
4. Close work with the community is facilitated as the Open Campus is located downtown in the heart of the business/government setting.

Tarrant County Junior College District in Fort Worth, Texas, operates its Community Services and Continuing Education programs under a district Community Campus structure. The Community Campus is headed by a provost, a position comparable to a college president. A Dean of Community Services has the administrative responsibility for each of the three campuses (South, Northeast, and Northwest). The primary responsibility of each dean is program development. When any dean develops a program, it is entered into the computer data base and made available to the other campuses in the district. An Assistant Dean of Community Services has the reponsibility of program operations at each campus. Figure 5 illustrates the organizational structure

for Tarrant County Community Campus.

Figure 5

Community Campus Organizational Chart


Board of Trustees
Chancellor
Executive Vice Chancellor
Provost Community Campus
Dean Community Services for South Campus
Dean Community Services for Northeast Campus
Dean Community Services for Northwest Campus
Assistant Dean Community Services Operations
Assistant Dean Community Services Operations
Assistant Dean Community Services Operations
Coordinator Senior Citizens
Coordinator Regional Police Academy
Coordinator Special Projects

Joe B. Rushing, Chancellor of Tarrant County Junior College District, issued a position paper in which he articulated the rationale for this independent district organizational structure.

1. The Community Campus is seen as equal to other campuses in the district.

2. It is immediately responsive to community needs. Elaboration of this concept is particularly significant.

> The chief reason the presidents recommended the establishment of a Community Campus... was the need to respond more quickly than the normal processes of the college would permit. The separation is not intended to allow any particular special privileges. The Community Campus is a different mechanism to meet different needs (Rushing, 1978).

3. In accordance with identified needs, it can provide programs anywhere within the District boundaries, thus achieving proximity to the people.

4. As a result of providing non-credit activities for Tarrant County, the Community Campus has a significant on-campus role. Rushing's view of the on-campus role provides recognition of the fact that the Community Services function is an integral part of the District.

> It is entitled to equal access to all facilities just as any other program. At TCJC no individual, department or campus owns anything. Educational facilities --space, equipment, time, money-- all belong to the Board of Trustees. These resources are to be used by the college employees and departments to carry out an educational program of high quality. The Community Campus, as a vital part of the institution, has a right to make use of those facilities (Rushing, 1978).

5. The Community Campus has the freedom and flexibility to provide a great variety of educational services and activities.

6. Unique fiscal demands of the Community Campus must be recognized.

> This is one of the chief reasons why the Community Campus is set up as a separate entity. Much of its work receives no direct support; therefore, the Community Campus must be considered in a different context. It is required, because of the nature of its program, to generate income (Rushing, 1978).

Integrated Models

Several examples of successful integrated management structures are noteworthy.

At the Orchard Ridge Campus of Oakland Community College in Farmington Hills, Michigan, total integration of the Community Services function is achieved. An administrator has the title of Dean of Students and Educational Services. There is no specifically defined "Community Services" program at the college. Rather, the definition encompasses all services that the community utilizes. Broad based administrative responsibility justifies support from the general fund. In this case, financial support is provided for administrative salary as well as community programs. For example, the counseling budget pays for counseling programs that benefit the community. And the student services and associated students budgets provide for cultural programming.

At Santa Ana College in Santa Ana, California, the Community Services administrator has the title of Dean of Student and Community Services. Again, the broad based administrative responsibility justifies paying the dean's salary from general fund monies.

The integrated organization structure can also assist in granting first class status to Community Services and providing support for philosophical commitment to Community Services as a primary function of the community college.

To illustrate, the management structure at Kirkwood Community College in Cedar Rapis, Iowa, and the Community College of Rhode Island in Warwick, Rhode Island, equates credit and non-credit instruction. Both the credit instruction program and the non-credit Community Services programs are administered by a dean.

Brokerage Model

Besides the independent and integrated organization structures described by Wygal, a third exists which combines some of the attributes of the first two models. The third structure is the brokerage model.

> This brokerage model envisions a college based center with planning, coordinating, and evaluating functions. The center would operate as an intermediary between community groups or organizations with problems or needs and community resources appropriate to those problems or needs (Clowes and Nix, 1979).

Such a program is operant at Lansing Community College in Lansing, Michigan. There, the Continuing Education Office acts as a broker of the teaching talents of the College's five academic departments to the community of Lansing and its outlying areas.

From a management viewpoint, the brokerage model is clearly integrated into the campus structure at Lansing because of the close working relationship between the academic departments and the Continuing Education Office. Yet, the majority of Continuing Education classes

are given in off-campus "learning centers" operated jointly by the Office and the participating school district, there is a certain degree of independence for the program.

The Director of the Continuing Education Office reports to the Administrative Assistant to the President, and has six major responsibilities:

1. Establish and maintain communication with 30 school districts
2. Assist academic departments with class scheduling
3. Coordinate publicity
4. Arrange for registration services at each learning center
5. Provide for support services, e.g. courier service for audio-visual equipment, textbooks, etc.
6. Maintain good rapport with learning center directors (Herder and Standridge, 1980).

It is important to note that the Continuing Education Office does not administer instruction; this is a responsibility of the academic departments. This leaves the Continuing Education Office free to spend more time assessing and evaluating the community needs.

At Lansing, a consultant who reports directly to the president of the college, is employed. This consultant's position is presently filled by a retired superintendent of public schools. It is his responsibility to listen and attempt to understand the concerns of the superintendents and their boards in the college's service area. This consultant provides a vital communication link between the college and the school districts, and helps channel information necessary for sound decision-making.

VI. CONCLUSIONS

Data analysis leads to conclusions discussed in terms of finance, program, and management. It further indicates criteria that serve as standards of judgment that can be applied to alternative Community Services models.

Finance

1. Community Services programs can be totally self-supporting. However, examples of this operational procedure in the United States are rare.

2. A single interpretation of self-support does not exist. Three interpretations are common. Self-support may refer to programs that generate income or receive subsidy that covers:

   a. Direct program costs[6]

   b. Direct program costs and a portion of indirect costs

   c. Direct and indirect program costs

3. The source of funds for self-supporting programs varies widely. Common sources include occasionally one, but generally some combination of the following:

   a. Credit-free[7] program fees

   b. Credit class tuition

   c. Contract income

---

[6]Direct program costs refer to financial obligation incurred from instructional salaries, program materials and supplies, and off-campus facility rental and leases.

[7]Credit-free describes programs which are supported by participant fees and do not receive Carnegie units.

d. State funding - based upon credit hour production, vocational offerings, or categorical programs

e. Grants - a source for income augmentation rather than total program support

4. State support for Community Services is widely accepted.

5. When self-supporting programs derive income from the state as well as from fees, administrative overhead is generally covered by state money.

6. Programs that are fee-based often equate self-support with covering direct costs.

7. The greater the reliance on income from fees, the more important it is to have a program of broad scope that has the capability of operating in the style of a business venture.

8. Independent control of finances by Community Services maximizes the opportunity to maintain a stable financial base and achieve a totally self-supporting operation.

Program

1. Self-supporting programs tend to include a broad scope and large volume of offerings. While most programs have a component comprised of credit-free avocational and recreational classes, few are limited to such activities. Throughout the nation, a wide variety of credit classes are included in Community Services/Continuing Education. Most frequently, the credit offerings include contract education, vocational training, evening classes, off-campus classes, summer classes, and/or mini-components of semester length courses.

2. Program scope and philosophy are closely associated with funding methods. When program fees provide the primary source of funding, offerings tend to be broad in scope. Program breadth generally refers to a wide variety of course offerings rather than cultural, recreational, and community development activities. When states fund specially identified courses and programs, emphasis is placed upon those activities.

3. Program volume is often achieved through use of developers. A variety of models has proved successful. Program developers:

a. Establish classes of a particular specialization (i.e. mid-management seminars, technical courses).

b. Develop varied classes/programs for a targeted geographical area.

c. Have income generation goals that are a condition of employment.

d. Are given a comparatively small, flat-rate payment for classes established or enrollment generated or a potentially lucrative, incentive-based contract.

e. Are volunteers, recently retired from and still in close communication with business and industry.

f. Are education professionals or consultants with expertise in a particular area of specialization.

4. Contract education is frequently a significant component of self-supporting programs. Successful contract programs range on a continuum from those that are exclusively for credit to those that are exclusively credit-free.

5. Direct mail appears to be the most successful and widely used marketing technique.

Management

1. Several different management/organization structures appear to function well: independent,[8] integrated,[9] and brokerage.[10]

2. The status granted to Community Services appears to be more important than the type of organizational structure under which the function operates.

Criteria for a Successful Community Services Program

In order to achieve a successful, self-supporting Community Services program, the following criteria must be met.

1. The college/district must be committed to granting Community Services equal status with other educational and service functions.

2. The financial base must be broad and stable to permit generation of sufficient income to achieve the desired degree of self-support.

3. The system must allow Community Services administrative and procedural flexibility and freedom.

4. Administrative responsibility and control must be commensurate.

5. Organizational structure and procedures must be cost-effective and time-efficient.

6. Program components must complement the overall educational philosophy of the district.

---

[8]A separate administrative entity responsible for internal procedures and regulations.

[9]The function is fused into all other programs and activities of the college.

[10]Planning and development are integrated into the parent campus. Programs are then made available to other independent entities.

VII. RECOMMENDATIONS

Presented in this section is a Community Services model recommended for implementation within the Los Angeles Community College District. The model is described in terms of program, financial structure, and management. Advantages and disadvantages are examined.

Alternative models that could be implemented within the District are included in Appendix B.

Regardless of which model is ultimately selected, two cautions should be noted. First, the timetable for creating a successful self-supporting Community Services program must be adequate to allow for program, management, and funding development. Second, fiscal constraint may result in implementing the selected model in stages as funding is available.

Presentation of the suggested model is followed by a series of general recommendations discussed in terms of program, finance, and management. Suggestions are also made as to areas of further study that would be appropriate.

The Recommended Model

Program: Credit-free Community Services

Community Services needs to develop a unifying theme to define more clearly its own purpose. An appropriate unifying theme would be citizenship education. "Simply stated, the purpose of citizenship education is to provide individuals with the tools to function effectively in today's society, a purpose in keeping with the community

college's total mission" (Atwell, Vaughan, and Sullins, 1982). Such a theme is not to be confused with social, civic and humanistic education provided by the credit program. Rather, it is to be understood as a large, "... nonintellective aspect of building toward social cohesion by enlisting young people and mature adults in exchange of ideas and experiences relating to the problems of living in a modern community" (Atwell, Vaughan, and Sullins, 1982).

Community Services would continue to offer traditional avocational, recreational, continuing education unit, and relicensure classes and workshops, flexible in length, on a credit-free, fee basis. It would also provide, when appropriate, courses classified as recreational, avocational, and personal development that were formerly a part of the credit program and are no longer eligible for state support.

Emphasis would also be placed upon the following programs.

1. Seminars, classes, and workshops designed to meet the needs of business and industry and provided by a contract on a credit-free basis. Contract education with business and industry should become a major component of Community Services. Corporate collaboration should enable District community colleges, through Community Services, to become the cornerstone of lifelong educational opportunities for the workforce.

2. Vocational mini-modules designed to meet the needs of individuals requiring development of a skill or level of competency that could be acquired through a specialized training segment rather than a full degree or certificate program.

3. Classes, workshops, and seminars that extend District offerings beyond the bounds of the traditional, academic, credit program. (To illustrate, a college may provide a degree in Dental Hygiene and/or Dental Assisting. Community Services could provide a Dental Assistant-Extended Functions program. Credit would be unnecessary. This would "extend" the regualr academic program in a cost-effective way.)

4. Citizenship education for the total community but targeting the ever increasing minority population, which is projected to total 50 per cent of the states residents within the next 18 years (Center for Continuing Study of the California Economy, 1982).

Advantages: Credit-free Community Services Program Model

1. The program is broad based and has the potential to generate sufficient income to be self-supporting.

2. The program would meet educational needs that could be satisfied by credit-free programs and that will probably not be met by traditional credit programs because of financial restrictions.

3. Academic programs can be expanded and extended to the community in a cost-effective manner that does not negatively impact financial resources of the college/District.

Disadvantage: Credit-free Community Services Program Model

Credit-free education has not enjoyed a status equal to credit. Therefore, criticism would result because of expansion of credit-free programs.

Finance: Independent[11] Auxiliary Foundation

Community Services could be assisted in the delivery of services by contracting with a foundation. This mechanism could be established by the formation of a foundation specifically for Community Services or alternately by contracting with the International Education Foundation which already exists as a viable entity within the District.

Advantages: Independent Auxiliary Foundation Finance Model

1. Probability of achieving the goal of self-support is enhanced because of independent fiscal control and establishment of procedures designed specifically to meet the needs of a fee-based operation.

2. Accountability to a foundation board would enhance flexibility for Community Services.

3. General fund budgets would not be obligated to subsidize program deficits, should they occur.

4. Foundations have proved to be viable vehicles which can provide relief to financially strapped institutions (Angel & Gares, 1981). The same should be equally true for financially strapped programs.

---

[11]Two interpretations of financial independence are common. (1) An independent financial structure may refer to a separate entity with its own procedures and regulations. Examples of this interpretation include trust accounts, auxiliary foundations, separate foundations, and independent entities created within a parent structure. (2) It may also refer to a structure that exists as a part of a district or college that operates using regularly established procedures but has control of budget and income generated. The prime example of this interpretation is the open campus structure.

Disadvantages: Independent Auxiliary
Foundation Finance Model

1. At present, foundations are not being used as the financial mechanism for Community Services. Consequently, procedures and relationships would not be fully understood initially at the District or campus levels.

2. Some opposition exists to using a foundation to provide money for operational costs of any program. To overcome this objection, it may be necessary to use a foundation only as a vehicle for receiving and controlling program income and not for fund raising to augment the Community Services budget. However, such augmentation would be beneficial as it would facilitate attainment of the self-supporting goal.

Management: Independent Open Campus

An independent Community Services Institute would be created. It would consist of a centralized office with branch operations on each campus.

The Community Services Institute would be modeled after the Open Campus concept in the Valencia Community College District or the Community Campus at Tarrant County Junior College District. The Community Services Open Campus would become a separate, centralized operation.

The centralized office would perform a number of functions. It would provide for: (1) Some program development and brokering. Programs that had districtwide applicability would be developed. They could be implemented by the central Institute office or brokered to individual

campuses as appropriate. (2) Staff support, through foundation contract, to service the central office and all campus branches in such areas as contracts, personnel, accounting, and fiscal control. (3) Districtwide computer functions for a program data bank, registration, and management reports. (4) Developing and implementing districtwide marketing and registration procedures. (5) Criteria for validity of Community Services offerings.

The centralized Community Services Institute would exercise control over income generated and would develop and implement procedures designed to give the Institute the flexibility to operate in the style of a business venture.

The major function of the campus branches would be to develop and implement programs responsive to local needs.

Advantages: Independent Open Campus Management Model

1. The potential to achieve total self-support is strong.

2. The Community Services Institute would have the responsibility to cover branch deficits.

3. A mechanism would exist to implement and expedite procedures so as to enhance the opportunity for success of a fee-based function.

4. The ability to provide programs responsive to local needs would be preserved.

5. The status of the Community Services function would be elevated.

Disadvantages: Independent Open Campus Management Model

1. Centralization would occur at a time when local autonomy is popular.

2. The necessity of procedural independence may not be recognized and may be perceived as a threat to existing operations.

General Recommendations

Program

1. It is recommended that the Community Services function be defined as follows within the Los Angeles Community College District.

Community Services is a major function within the Los Angeles Community College District. It encompasses all credit-free classes and activities characterized by the fact that they are fee, contract, or grant supported. Programs include:

a. Instruction classes and cultural and recreational activities exclusive of those defined as Instructional Services by the Credit/Non-Credit Commission and the California Community College Chancellor's Office;

b. Recreational, avocational, and personal development classes previously offered as credit courses and no longer eligible for state support;

c. Seminars, classes, and workshops designed to meet the needs of business and industry;

d. Learning modules specifically designed to extend academic and vocational programs to community constituents whose educational

needs may be met through non-credit, non-traditional modes and whose needs will not be met through traditional credit offerings;

e. Seminars, classes, and workshops related to the problems of living in a modern community.

2. The Community Services Institute should establish a Citywide Advisory Council composed of leadership from the areas of business, industry, labor, and government. This Advisory Council would make recommendations concerning the major direction of the Los Angeles Community College District Community Services programs.

3. Program developers should be given the responsibility of developing and implementing a large scale, sophisticated program of contract education in specified geographic areas. Special emphasis should be placed upon promoting business and industry programs.

4. Individual campus locations should attempt to develop a focus resulting in an area of program specialization appropriate to the educational needs of the service area.

5. Program brokering should be implemented.

6. A data base should be developed for all Community Services classes so as to facilitate districtwide program brokering.

7. An organized marketing effort should be instituted. This process should be comprised of newspaper and television advertisements which originate from a central source along with campus based advertising material aimed at the local college market.

8. Community Services schedules should be disseminated throughout the greater Los Angeles area by a direct mail campaign as large as is

economically feasible.

Finance

1. Recognition should be given to the fact that varying degrees of self-support are now found at the campus level.

2. The ultimate goal should be to achieve a uniform interpretation of self-support that can be applied districtwide. This interpretation should be based upon the potential for self-support associated with program, finance, and management models adopted within the District.

3. Fee and contract income should be augmented, whenever possible, through funds generated from outside sources and achieved through grant applications and fund-raising activities.

a. Paid display advertisement should be secured from companies interested in providing goods and services to the Los Angeles Community College District clientele. The potential of revenue from local advertisers should not be overlooked.

b. Corporate donations should be pursued in a fashion modeled after the 5% Clubs that exist in Minneapolis and other northeastern cities. (Corporations are able to provide a gift of up to 10% of their income before taxes and take the donation as a tax deduction.)

c. A grant developer should be hired to pursue grants that are targeted toward implementing new management structures or providing a remedy for cutbacks in government funding.

4. Ultimate financial responsibility should rest with the central institute. However, every attempt should be made to have local branches achieve a self-supporting status at the conclusion of the fiscal year.

5. Income generated above budget self-support targets should, for the most part, be credited to the originating location. A portion of that income may be retained by the District Community Services Institute for staff development purposes, districtwide marketing efforts, and central staff support.

6. Efforts should be made to increase financial flexibility and control by giving consideration to a variety of cash management techniques:

a. Use of bank cards for payment of fees

b. Short-term investments

c. Annual review of financial policies by Community Services Institute administrators to ensure that procedures are current, cost-effective, and operationally efficient. This would include examination of items such as refund policy, program fees, and teacher salaries.

7. An accurate, timely accounting system must be developed both at the campus and District level.

Management

1. Community Services should be recognized districtwide as being on a par with other educational and service functions, if it is to be effective.

2. Consideration should be given to allocating District funds for the salary of an administrator who would have districtwide responsibility for initiating the Community Services Institute.

3. A specific organizational structure needs to be developed which establishes a major adminstrative function modeled in accordance

with the open campus pattern. The organizational structure should be developed considering the availability of funds for the project and time required to make adjustments in the existing administrative and staff structures.

4. An evaluation of existing personnel categories should be conducted in order to develop accurate job descriptions that correspond with actual tasks performed.

5. Computer assistance at the District and campus level should be provided for Community Services registration and state required reports in order to increase operational efficiency.

6. Establishment of an overall evaluation process would be beneficial. Income and expenditures, program development, total enrollments, and effectiveness of local marketing should be considered.

7. Personnel processing procedures need to be evaluated with a goal of increasing efficiency. Of particular concern is the process involved in re-establishment of service after a break in employment.

8. Community Services managers should meet on a regular, monthly basis to resolve administrative problems, share program concepts, and develop marketing strategies.

Recommended Areas for Future Study

1. A marketing study is indicated to gather specific information regarding the clientele for Community Services programs. Such a study could result in cost-effective, target group marketing.

2. A comprehensive needs assessment should be considered at some college locations in order to identify priority program areas for Community Services.

APPENDIX A

Los Angeles Community College District
Extension/Community Services/Continuing Education
Survey Instrument

General

1. Which components are included in the credit-free offerings at your institution?

   Extension _____
   Community Services _____
   Continuing Education _____
   Contract Education _____
   Other _____ Please specify _____

2. How many people are served by your credit-free programs annually? _____

3. Your service area is?

   Urban _____
   Suburban _____
   Rural _____
   Industrial _____
   Other _____ Please specify _____

4. Major constituents served by your credit-free programs include:

   General public _____
   Senior adults _____
   Children _____
   Youth (teens) _____
   Women returning to college _____
   Business community _____
   Individuals enrolled in in-plant education programs _____
   Mid Management Personnel _____
   Management Personnel _____
   Blue collar workers _____
   Individuals seeking vocational training or upgrade _____
   Individuals seeking relicensure _____
   Non-English speaking persons _____
   Handicapped _____
   Other _____ Please specify _____

5. Describe your administrative facilities and the facilities utilized in your program.

   a. Administrative facilities (Where are you housed?)
      On campus _____
      Off campus _____
   b. Program facilities. (Indicate the extent to which you utilize the following. What percentage of your classes are offered at various types of locations?)

   Central location separate from parent campus _____%
   Central location that is a part of a parent campus _____%
   Permanent outreach facilities _____%
   Outreach locations obtained on a class by class basis _____%
   Facilities that are a part of a company (in-plant educational facilities _____%
   Other _____% Please describe _____

Funding

1. What is your annual operating budget? $_____

2. Estimate the percentage of your funding that comes from the following sources:
   a. Class/Workshop fees_____%
   b. Grants_____%
   c. Local funds_____%
   d. State funds_____%
   e. Federal funds_____%
   f. Private endowments_____%
   g. Other_____% Please specify_____

3. Are you fiscally independent from the rest of your institution/district?
   Yes_____
   No_____

4. Do you rely on any financial support through a Foundation?
   Yes_____
   No_____
   If yes, attach a copy of your Foundation's guidelines or by-laws.

5. Is your program self-supporting?
   Yes_____
   No_____
   Partially_____

6. Do you define self-supporting to include:
   Direct program costs_____
   Administrative overhead_____
   Facility rental_____
   Utility charges_____
   Custodial charges_____
   Police/Security charges_____
   District Overhead_____
   Other_____ Please specify _____

7. What formula do you use to determine fee structure?_____

_____

_____

8. Do you establish any income generation goals for your staff?
   Yes_____
   No_____
   If yes, please describe_____

_____

9. Degree of flexibility and extent of control program exercises over income generated.
   a. What can income be used for?_____

_____

   b. Are there any restrictions on use of income?_____

_____

   c. Can income be carried forward into the next fiscal year?
      Yes_____
      No _____

d. Does your income
Remain with your program _____
Or is it transferred out to another part of the institutional budget? ____

e. Comments _____

_____

_____

Program

1. Indicate major components and areas of specialization.

Business and Industry _____
Technical Training _____
Cultural appreciation _____
Community Service _____
Leisure arts _____
Recreation _____
Fine Arts _____
Performing Arts _____
Personal Development _____
Tours _____
Workshops _____
Language Programs _____
Relicensure _____
Televised courses _____
Other _____ please specify _____

2. Do you offer contract education?
Yes _____
No _____
If yes, what is
a. its greatest strength _____

_____

b. Its major drawback _____

_____

3. Major program competitors include:
Public colleges _____
Public universities _____
Private colleges _____
Private universities _____
Occupational centers _____
Private business educational programs _____
Other _____ Please specify _____

4. What is your most successful form of needs assessment? _____

_____

_____

_____

5. What marketing techniques do you find most successful? _____

_____

_____

6. Does your district or college require program approval?
   Yes _____
   No _____
   Partially _____
   Who must approve? _____

Management - Organizational Structure and Staffing Patterns

1. Under what legal jurisdiction do you operate? (Education Code, for example)

_____

2. Under which organizational structure does your program operate?
   Local _____
   Regionalized _____
   Centralized _____

3. What staff positions does your operation have? _____

_____

4. Do you utilize the regular, full-time faculty of your institution in your program?
   Yes _____
   No _____
   If yes, please describe how _____

_____

5. Indicate the composition of your programs's teaching faculty.
   Full-time, regular faculty _____%
   Part-time, regular faculty _____%
   Part-time faculty utilized by your program only _____%

6. Do you utilize a differential pay schedule for paying instructors in your program?
   Yes _____
   No _____
   If yes, please attach a copy of the guidelines used to differentiate between rates.

7. Indicate the percentage of your teachers paid in the following ways.
   Contract (Fixed amount) _____%
   Contract (Shared percentage) _____%
   Hourly rate negotiated by bargaining unit _____%
   Hourly rate determined by parent institution/district administration/ personnel _____%.
   Hourly rate determined by the independent management/personnel structure of your program _____%.
   Other _____% Please describe. _____

_____

_____

APPENDIX B: ALTERNATIVE MODELS

Models alternative to the recommended one presented in section VII are described, and advantages and disadvantages outlined.

Program Alternatives

Alternatives include one credit-free and one credit and credit-free model.

Program Alternative Model #1: Traditional Community Services

Community Services could maintain the present status in terms of programs provided. It would continue to offer avocational, recreational, continuing education unit, and relicensure classes and workshops on a short-term, credit-free, fee basis. It would provide, when appropriate, courses classified as recreational, avocational and personal development that were formerly a part of the credit program and are no longer eligible for state apportionment.

Open recreation activities, cultural programs, and community development activities would continue to be provided, funds permitting.

Campus facilities would continue to be available to the public through lease or Civic Center permit.

Advantages: Traditional Community Services Program Model

1. Maintenance of the status quo would be non-controversial, which is beneficial in a time of financial constraint.

2. This programmatic approach is in harmony with the definition of Community Services provided by the State Chancellor's Office.

Disadvantages: Traditional
Community Services Program Model

1. The program base does not appear to be broad enough to result in self-support districtwide.

2. Such a narrowly defined program does not permit Community Services to address all of the educational needs that it could most appropriately meet within the District.

Program Alternative Model #2: Credit and Credit-free Community Services

Community Services would continue to offer traditional avocational, recreational, continuing education unit, and relicensure classes and workshops on a short-term, credit-free, fee basis. It would also provide, when appropriate, courses classified as recreational, avocational, and personal development that were formerly a part of the credit program and are no longer eligible for state support.

Emphasis would also be placed upon the following programs:

1. Seminars, classes, and workshops designed to meet the needs of business and industry and provided by a contract on either a credit or credit-free basis.

2. Vocational mini-modules designed to meet the needs of individuals requiring development of a skill or level of competency that could be acquired through a specialized training segment rather than a full degree or certificate program. While the majority of these modules would be provided on a credit-free basis, the credit option should be explored. The credit module might be provided on a small group contract basis.

3. Classes, workshops, and seminars that extend District offerings beyond the bounds of the traditional, academic, credit program. These offerings would be provided on a credit-free basis.

Advantages: Credit and Credit-free Community Services Program Model

1. The program is broad based and has the potential to generate sufficient income to be self-supporting.

2. The program would meet educational needs that could be satisfied by credit-free programs and that will probably not be met by traditional credit programs because of financial restrictions.

3. Academic programs can be expanded and extended to the community in a cost-effective manner that does not negatively impact financial resources of the college/District.

4. Combination of credit and credit-free programming would help to erode articifical barriers between the two types of education. Such barriers are detrimental to program flexibility and the ability to be responsive to educational needs of a diverse constituency.

5. The District, by combining credit and credit-free classes into a single unit, would accept a program approach that has proved successful throughout the nation and would be a trend setter in the state of California.

Disadvantages: Credit and Credit-free Community Services Program Model

1. Credit-free education has not enjoyed a status equal to credit. Therefore, criticism would result because of:

   a. Expansion of credit-free programs,

   b. Combination of credit and credit-free offerings into a single unit.

2. Furthermore, such combination is new to California and could be perceived as a threat.

Finance Alternatives

Two independent models are discussed as well as a more traditional integrated model.

Finance Alternative Model #1: Independent Trust Account

Community Services could have an independent financial structure modeled after North Shore Community College and analogous to the Trust Account concept currently used by the Associated Students Organization within the District. Fiscal control would be vested in a Community Services Institute. Fiscal procedures would be designed to facilitate operations of a fee-based function.

To illustrate, the Institute would operate on a fixed budget, based upon projected income. Income would remain with the Institute rather than reverting to the general fund at the end of the fiscal year. Income would be deposited into a private bank that had the computer capability of providing the income and expenditure accounting function for the Institute. A specified minimum would always remain in the bank account. Amounts above the minimum would be invested, and interest would be used to help finance the Institute. Financial obligations would be paid at intervals that would maximize the cash balance in the bank and facilitate short-term investments.

Advantages: Independent Trust Account Finance Model

1. Achievement of the self-support goal is enhanced because of:

   a. Independent financial control,

   b. Establishment of fiscal procedures designed specifically to meet the needs of a fee-based operation.

2. The Trust Account concept is currently being used successfully in the District.

3. General fund budgets would be under no obligation to subsidize program deficits, should they occur.

Disadvantage: Independent Trust Account Finance Model

Establishment of another independent Trust Account could result in opposition based on previous attempts within the District.

Finance Alternative Model #2: Independent Open Campus

A Community Services Institute/Open Campus would be established. The budget would be conceptually analogous to the budget that existed when Community Services had its own special purpose tax. Monies would be obtained from fee generated income, grants, and District subsidy, when available. Surplus income would remain with the Institute rather than reverting to the general fund. The administrator of the Community Services Institute would exercise budgetary control similar to a college president.

Advantage: Independent Open Campus Finance Model

Comunity Services would have increased control over its budget, and fiscal control appears to be an important ingredient for a successful, self-supporting program.

Disadvantage: Independent Open Campus Finance Model

Inherently this model would not result in increased financial flexibility and development of procedures that would provide better fiscal service to Community Services.

Finance Alternative Model #3: Integrated (Status Quo)

One alternative is for Communit, Services to keep the same financial structure it presently uses. Community Services would operate under a mandate to be self-supporting. Ultimate financial accountability would remain with the college president.

District allocations, when and if made, would be used for special studies or projects that would benefit Community Services districtwide. No District funds would be allocated to counteract program deficits.

Advantage: Integrated (Status Quo) Finance Model

Strong campus sentiment prevails in favor of maintaining local autonomy and accountability.

Disadvantage: Integrated (Status Quo) Finance Model

Inherently this model would not result in increased financial flexibility and development of procedures that would provide better fiscal service to Community Services.

Management Alternatives

Two alternative management structures are discussed. They include the present integrated local campus and the regionalized management models.

Management Alternative Model #1: Integrated Local Campus

In this model, the status quo is maintained. Each campus continues to have its own program that is responsive to local needs. The program supervisor reports to the Dean of Instruction. And, the College President is ultimately accountable for Community Services. The District role remains as staff and consultant for individual campuses.

Advantages: Integrated Local Campus Management Model

1. The direct link between campus and local community is preserved.

2. Strong sentiment to maintain a locally autonomous Community Services program exists at many campuses.

3. This approach matches program control with budget responsibility.

4. The mechanism exists for infusing Community Services into all college functions and involving Community Services in the college decision-making and policy-setting structure.

Disadvantages: Integrated Local Campus Management Model

1. Such an approach fails to take advantage of economies of scale. (i.e. Colleges will continue to direct Community Services programs, thereby reducing the potential savings from coordinated scheduling and centralized contract education and program brokering.)

2. It allows for program failure to occur if a program cannot achieve a self-supporting status and a college cannot provide financial subsidy.

3. Major advantages traditionally associated with integrated management are generally not apparent. All too often the Community Services function is seen as peripheral to the college mission and consequently is excluded from collegewide decision-making and policy-setting.

Management Alternative Model #2: Regionalized

In this model, campuses would join together in groups of three to create geographic regions. This design would require each region to coordinate programming while the District would act in a staff/consultant role.

Advantages: Regionalized Management Model

1. Regional programs have a greater potential of achieving a self-supporting status than do individual campus programs because of a broader program base and the opportunity to pool resources within a region.

2. Administrative overhead could be decreased provided that Community Services administrators existed only at a regional level.

3. Opportunity is provided to share programs and associated developmental costs.

Disadvantages: Regionalized Management Model

1. Strong sentiment to maintain a locally autonomous Community Services program exists at many campuses.

2. There is fear that regionalization would dilute local program responsiveness.

BIBLIOGRAPHY

Angel, Dan and Gares, Dale. "A Bull Market for Foundations." Community and Junior College Journal. November, 1981, 5-7.

Atwell, Charles A., Vaughan, George B. and Sullins, W. Robert. Reexamining Community Services in the Community College: Toward Consensus and Commitment. ERIC Topical Paper Number 76, Summer 1982.

Breneman, David W. and Nelson, Susan C. Financing Community Colleges. Washington, D. C.: The Brookings Institute, 1981.

California Community College Chancellor's Office. Summary Report on Community Services 1978-79 Compared to Summary Report of 1977-78.

California Community College Chancellor's Office. Three Year Comparison of Statewide Composite Reports on Community Services: 1977-78, 1978-79, and 1979-80 Community Services Report on Data Survey and Income and Expenditures. Unpublished draft, December 1981.

California Postsecondary Education Commission. "Missions and Functions of California Community Colleges: One in a Series of Staff Papers for Discussion." Report 81-14, May, 1981.

"Carnegie Council on Policy Studies in Higher Education, Giving Youth a Better Chance: Options for Education, Work and Service" (as quoted in the Chronicle of Higher Education, December 3, 1979 , 11-13).

"Center for Continuing Study of the California Economy" - Palo Alto (as quoted in the Ios Angeles Times, October 21, 1982, 1).

Clowes, Darrel and Nix, Dan H. "The Brokerage Model: A Delivery System for Community Services." Catalyst, Winter 1979, 8-10.

Cohen, Arthur M. and Braurer, Florence B. The American Community College. San Francisco: Jossey-Bass Publisher, 1982.

Gleazer, Edmund J., Jr.. "Alternative Missions for Higher Education in the 80's." Testimony before the Committee on Labor and Resources, U.S. Senate, June 7, 1979.

Hankin, Joseph N. "The Future of Community Services Programs." Teachers College Conference, March 26, 1982.

Herder, Dale M. and Standrige, Larry A. Continuing Education: A Blueprint for Success. ERIC/AACJC Monograph, 1980.

Los Angeles Community College District. College Annual Reports 1980-81 Volume 2: Technical Information. December, 1981.

Los Angeles Community College District. Data Survey Community Services: 1977-78.

Los Angeles Community College District. Data Survey Community Services: 1978-79.

Los Angeles Community College District. Data Survey Community Services: 1979-80.

Phillips, Robert F. "Higher Education and Connecticut's Economy." Conference, April 27, 1982.

Report For the President's Commission on Higher Education. Higher Education for American Democracy, I. New York: Harper and Brothers, 1948.

Richardson, Richard C. and Leslie, Larry L. The Impossible Dream? Financing Community Colleges' Evolving Mission. ERIC/AACJC Monograph, 1980.

Rushing, Joe B. The Community Campus: A Position Paper. Unpublished paper by the Chancellor of Tarrant County Junior College District, Ft. Worth, Texas, March 22, 1978.

Vaughan, George B. "Community Services and the Community College: Reestablishing the Mission." Catalyst. Spring 1981, 4-10.

Wygal, Benjamin R. "Community Services: Organizational Concepts Revisited." Catalyst, Fall 1981, 3-7.

UNIVERSITY OF CALIFORNIA
ERIC® CLEARINGHOUSE FOR
JUNIOR COLLEGES
8118 MATH-SCIENCES BUILDING
LOS ANGELES, CALIFORNIA 90024
EE 36

JUN 10 1983